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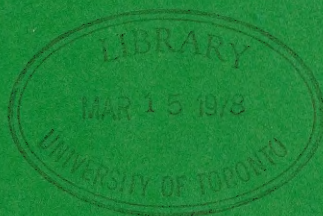
SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

THE CORPORATION OF THE  
TOWN OF  
SIOUX LOOKOUT

PRESENTED AT

**Sioux Lookout  
on  
November 7, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER







## SUBMISSION TO

THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENTBY

THE CORPORATION OF THE TOWN OF  
SIOUX LOOKOUT  
5th Avenue Box 158  
Sioux Lookout, Ontario  
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PRESENTED AT

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ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
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No. 3

Royal Commission on the  
Northern Environment  
This exhibit is produced by

*John Parry Sioux Lookout*  
this 7<sup>th</sup> day of Nov 1977

*S. J. [Signature]*

PRELIMINARY BRIEF

TO

THE ROYAL COMMISSION

ON

THE NORTHERN ENVIRONMENT

---

THE HONOURABLE JUSTICE MR. PATRICK HARTT, COMMISSIONER

---

PREPARED FOR

THE CORPORATION OF THE TOWN OF SIOUX LOOKOUT

---

NORTHWEST MANAGEMENT CONSULTING

John E. Parry, M.B.A.  
October, 1977





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## INTRODUCTION

Preparation of this brief was authorized by Council at its regular monthly meeting of October 19th 1977.

Councillor Parry having duly declared his conflict of interest and abstained from voting on the matter, verbal agreement was reached between Northwest Management Consulting and Council on the terms of reference and contract governing the preparation of the brief. Preparation commenced shortly afterwards.

The objective of this brief is simply to inform the Commission of the feelings of the town council, and some of their fellow-citizens, on the desired future environment of the area, in so far as that environment can be influenced by the men, women and children of today, tomorrow and time to come.

Towards this end, the author held an open meeting and appeared on open-line radio, to hear and record citizens' opinions. These were in no way intended to preclude any form of representation to the Commission, but rather to afford to all citizens two significant opportunities; one, to influence the town's official brief and two, to make their views known even though they were unable or unwilling to appear before the Commissioner himself. The results of these sessions are recorded in Appendices 1 and 2.

The brief follows what we hope is a simple structure - an overview of the town's history and present life, our general views on development, specific hopes and fears, and what we feel is being, and needs to be, done. Repetition may be evident; its purpose is to emphasize our concerns. The order of sections VIII and IX is intended to follow





that of section VI, to facilitate cross-referencing.

The author would like to express his gratitude to the Commission for the opportunity to present this brief in person, and to Councillor Clivia Florence for her encouragement and assistance in its preparation.





The very name of Sioux Lookout is both an interesting paradox and a convenient way of introducing the visitor to the history of the area. Little is known today of the history of the area prior to the Umfreville expedition of 1784, which was the first known incursion of the Europeans into the immediate vicinity. Umfreville, commissioned by the North-West Company, sought an alternative westward route to that pioneered by La Verendrye and used by the factors of the Hudson's Bay Company.

It was after this, in the early 1800's by the European's reckoning, that the battle took place which gave the place it's name. The paradox of the name lies in the facts as recorded by oral history; no Sioux ever used the look-out in question, and only one ever lived here. The look-out was the vantage point on Sioux mountain, which the Ojibway used to keep watch for the marauding Sioux who sought both their rich hunting and trapping grounds, and to control the trade routes. In a decisive battle, the Ojibway lured the overconfident Sioux from their canoes and slaughtered them in an ambush, while their old men drowned the Sioux women and children in their canoes. Only one Sioux escaped, a small boy saved by a compassionate Ojibway woman, and he, raised in the tribe, became a chief of his adoptive people.

In the later 1800's trading in the wider area gradually increased as credit and tally replaced bow and musket as the tools of competition in the fur trade, and particularly after the C.P.R. tracks passed beyond Dinorwic in 1882. Missionary work amongst the Indian population began, and at the turn of the century Teddy Lyon established a trading post on Lake Minnitaki.

The character of the area changed for ever in 1906, when the



Grand Trunk's main line was linked at Superior Junction with the spur line North from the Lakehead. It was at Superior Junction that the first permanent settlement of any size was built; however, the rocky, hilly ground made it impossible to build the necessary round-house for turning locomotives around, and in 1909 the settlement moved to the present town site. In the same year a pyrites mine was opened, and a sawmill established at Frog Rapids. Shortly afterwards Sir Wilfred Laurier renamed the growing hamlet "Graham" in honour of his Minister of Railroads; but the protests of the citizens and the fortuitous discovery of another "Graham" combined, managed to force the reversion to the traditional name.

In 1912 Sioux Lookout was incorporated as a Municipality, and in the same year the first teacher arrived. From this point on, the population grew by leaps and bounds. In 1910, about 150 people lived here, and by 1914 this figure had increased tenfold. Despite the disastrous fire of 1918, and the great world influenza epidemic which claimed a score of lives in the town, development continued unabated. By 1921 electricity had been introduced, the population had reached 2,000; in the following year the school enrollment stood at 314, and in 1923 the first hospital was opened.

A separate school was built in 1926, and the Continuation school obtained permanent quarters in 1927. Despite a temporary lull in growth during the early years of the Depression, Sioux Lookout boomed again during the Red Lake gold rush. Attention switched from the legion of hungry transients on the railroad to the daring heroes of





the air (one of whom had flown with the Red Baron, Manfred Von Richthofen).

In 1924 the Provincial Air Service first sent observer planes, the legendary H-Boats, to the area, and in 1926 J.V. Elliot Air Service made the first flight from Hudson to Red Lake. Elliot Brothers aircraft skis, manufactured in Sioux Lookout, gave Admiral Byrd's expedition their first contact with the South Pole.

While measures were somewhat uncertain, two aviation records were claimed for the town in this period; for highest freight volume flown, and most arrivals and departures.

The logging industry grew along with the demand for timber, and for many years a creosoting plant turned the lumber into railway ties and telegraph poles. At one time in the thirties the town had one weekly and two daily newspapers - surely a paradigm of the struggle between willpower and elementary economics which has, for better or worse, been a predominant theme in the town's development. In 1934 the road link to Dinorwic was finished and the basic transportation network thus completed.

The forties and fifties were an era of consolidation for Sioux Lookout. Gradually services were improved, public buildings replaced and schools expanded. Log construction gave way to frame, brick and concrete. The Federal government built a hospital in 1949, to serve the Indian population. The new General Hospital was built in 1950 and the high school in 1953. The airport was paved, and a U.S.A.F. radar base, later turned over to Canada, was installed, an ominous reminder of the fragility of peace. By 1956 the town's population stood at



2,504, lower than in its bustling heyday. In 1971 this figure had only increased by only 26; an indicator of the cyclical nature of the town's economy in the post war years, and also of residential development beyond the town's limits.

The sixties saw the demise of some of the early industrial enterprises; creosoting, woodworking, production baking. On the positive side, the town began to grow in importance as an administrative and social service centre. The Y.M.C.A. closed and its facilities were taken over by the Canadian National Railways. The Hudson saw-mill was expanded to its present size, The airport was extended, the road to the Trans-Canada Highway paved, the town celebrated its golden anniversary in 1962 and, five years later, the Dominion Centennial, building the Sarah Vaughan Memorial Library as a commemorative project.

The past two decades have been, first and foremost, a period of administrative expansion. Government departments, social agencies and projects, in a period of a very few years have doubled and tripled their staffs; providing a welcome counterbalance to the rising productivity and shrinking employment of established industries, but radically changing the character of the town. Sioux Lookout is now the administrative and service hub of an enormous, thinly-populated hinterland, and the population has grown steadily for the past six years. It is to the future of the town, the immediate area and this hinterland that the remainder of this brief will address itself.





The relative youth of the town of Sioux Lookout still colours the social life of the community. While very few of the real pioneers, the Ukrainians, Italians, Irish and Finns who built the railroad and worked in the early logging camps, still survive, their children and many settlers of the twenties and thirties continue to make their homes in the surrounding area. A flourishing Native population expresses its identity through several groups, as well as participating fully in the wider life of the town. In addition, the town is the principal trading focus for residents of reserves further north, and a major business and social meeting point. As an example, one treaty Indian and two Metis candidates sought office in the 1974 elections. Relations between the cultures are generally quite good, providing a marked contrast to some neighbouring communities.

The social scene is lively for anyone who wishes to get involved; churches, service clubs, interest, social and activity groups proliferate to a remarkable degree. The town boasts its own flying club and community radio station, both unusual in a town of this size.

Physical and outdoor recreation, are a very vital component of people's lives in the area. Hunting and fishing are, of course, very popular. Many residents own second homes, ranging from remote log cabins to full-blown dachas not far from the town limits. Boating, cross-country skiing, curling, golfing, power tobogganing, horse-riding and bowling all have strong followings. Hockey and skating take place in the newly-modernised arena.

The town has an extensive organized recreation program, including a full day camp schedule for children in the summer, which revolves around the arena and the Cedar Bay recreational complex.





The town enjoys generally satisfactory social relations, though there appears to be a high level of marriage breakdown, and alcohol abuse is, in common with many small isolated communities, an obvious and pressing problem.

It must be remembered, however, that much of the public drunkenness arises from the fact that Sioux Lookout is a major tourist centre for Indian people. For them, it is as dimensionally different as Acapulco is to a resident of the town, and the most obvious difference from their home communities is, of course, the presence of the bars.

On the psychological level, residents habitually suspect, in many cases correctly, that those from outside the area know very little about it; an impression that senior levels of government occasionally reinforce. It has been said that citizens are complacent, though a good turnout is usual if it is felt that a meeting or event will affect the town's future. Another allegation is that we suffer from the "expert syndrome" - discounting the knowledge and competence of fellow citizens, and believing implicitly anyone who has an unfamiliar face and a smooth professional manner. Town council, at least, sincerely hopes that this is not so, and does its best to seek opinions, advice and service locally.

The unique beauty of the physical setting of the town is best appreciated when driving in, or from the air. It is a long-standing dream of some to have the physical appearance of the townsite do justice to that setting.

The population of the town (1976 Census of Canada) stands at



3,104, with another 800 or so living in the surrounding area, and some 500 at Hudson. The town and area probably look less prosperous than they are in reality, for several reasons. First, the costs of capital works are generally quite high, and the construction industry quite small and rather fragmented. The town lacks a commercial tax base to a far greater degree than many of its neighbours. Slum and absentee landlords are to blame for the presence of many poorly-maintained properties, and it is only now that the town is developing a maintenance and occupancy by-law. Another factor, mentioned previously, is that many area residents have heavy investments in recreation equipment and second homes.

The major factor in the economic life of the town is the concentration of employment in the service sectors. The largest employment area by far is the social service sector. With this sector, the major employment categories, in approximate order, are; national defence, healthcare, education, National Resources administration, Indian affairs, municipal administration and law enforcement.

Second in importance would be the transportation sector, made up of the C.N.R. (the largest single employer), air services, road transport and maintenance, and sporadic lake freighting.

Commerce is the third-ranking sector of employment. The largest proportion of commercial jobs is in retail trade, with significant employment in construction, banking and services.

Hospitality and tourism are considered separately from other commercial services because of the large fluctuations in employment.





the seasonal nature of operation, and the non-resident clientele. Much of the seasonal labour force comes from communities outside the immediate area.

Finally, the producing industrial segment of the local economy could most charitably be described as small but influential. Logging, for pulpwood which is transhipped, and to supply the sawmill at Hudson which produces studs for construction, is the only significant industrial activity. Small-scale production efforts include canoe-making, craft items and baking.



THE IMPORTANCE OF THE HINTERLAND

The economic hinterland of the town is, by reference to its population, very large indeed. The attached map, with only a few communities illustrated, shows some of the economic bonds involved. The recreation area is, obviously, large by comparison to the population.

A salient social characteristic of the area is the high degree of interaction between the town and its hinterland. First, many woods workers have their permanent homes in town. Second, many people who live outside the town commute to jobs in town. Third, almost all residents of town use the surrounding area for recreational purposes, and many of them have cabins or second homes in the hinterland area. Fourth, a very large segment of the population work at posts in which they serve, wholly or mostly, the native population of the northern reserves.

Interaction naturally entails interdependence. Hinterland residents use vital services which are rendered from Sioux Lookout, and Sioux Lookout depends on the payrolls thus generated for much of its recent prosperity.

The same interdependence is evident in transportation. While only a modest proportion of rail freight traffic is generated locally (i.e. wood, ores) or consumed locally (fuel, consumer goods), this proportion is directly responsible for a proportion of the railroad payroll. Similarly, the level of air service activity depends almost entirely on the demand for air transport to and from the hinterland.

Local residents have a definite economic, and a very strong social concern in the preservation of the physical environment of the hinterland. Many citizens participate actively in the traditional





economic activities of the area: commercial logging and firewood-gathering; hunting and fishing for food and not merely for sport; trapping, and even berry-gathering. The element of recreation is strongly present in some of these, and both the economic and recreational components depend heavily on preservation of the physical environment. Townsfolk do not want the area to suffer any extension of logged-off, unregenerated areas. They do want to hold the Premier of this Province to his promise to plant two trees for every one that is cut down.

The Town's position, then, is that it has a strong, legitimate interest in proposed developments in the hinterland area. It would very much like to have the right to be consulted on such developments, and welcomes this commission as an initial step in such a process.



VIEWS ON DEVELOPMENT

To us, the most important question concerning development in the area is, development for who? There is a general feeling - perhaps unjustified, perhaps not - that the residents of the area have little to gain from large - scale developments, and that these have, historically, served only the interests of the corporate investors and a few local entrepreneurs. In particular, Red Lake and Pickle Lake are seen as examples of this syndrome. Ear Falls and Ignace, on the other hand, appear to be faring somewhat better. The town's fundamental position is that development, to be worthwhile, must bring substantial social benefits to present residents and newcomers, as well as economic benefits to corporations, investors, the province and the country. So far as we are concerned, economic development without social development is no development at all.

In examining actual process of development we see threats, problems and opportunities. The major threats of development we see are possible degradation of the environment and the potential destruction of traditional pursuits. We would want to satisfy ourselves that any planned developments contained adequate safeguards against these threats.

The problems we see arising from large-scale developments lie in the pressure on resources which would result. Fish and game would naturally come under greater pressure. In a different sphere, the town's financial resources might be strained by the costs of developing land for housing, and social services might be overtaxed in the time before they could be expanded.





Opportunities arising from development are many, and attractive. The creation of new facilities, new services, and the improvement of the old are all possibilities, particularly under a system which permits local taxing of the production facilities; or which returns part of the wealth created to the area. However, such a system appears to exist only on a voluntary basis at present. Development can, it is believed, bring steadier employment. It will allow for new blood to enter the community, new skills to be developed, retail and service expansion. We are concerned that all, rather than just a few, should profit from these opportunities.

Perhaps our prime concern in the consideration of future large-scale developments is that such developments be preceded by solid, well-understood agreements with the citizens of the areas to be affected, otherwise these developments might buy brief material prosperity at the cost of a legacy of generations of social problems. These social problems, even if they did not occur in the direct vicinity of Sioux Lookout, would have direct consequences throughout the district.

In this context, we have noted that Grand Council Treaty #9 has made a suggestion that the Treaty should be renegotiated. Town Council feels that this idea has a great deal of merit, and that the Commission should pass on a recommendation on this matter to the government of the Province. Surely it is beyond question that the uses to which land is now put were well beyond the understanding and intentions of the original signatories; and that the changes of the last 50 years have



produced unforeseen threats to the traditional occupations of native people. The town council also feels strongly that local input would be needed in any renegotiation process. Along with these considerations, council endorses the principle that hearings should be held in every community north of 50 degrees; we feel that natural justice demands it, and that the relative fewness of these communities makes it practicable.

Historically, the area has sought development mainly in the woods industry. Minerals developments have, of course, followed the discoveries, and much of the development in social service employment has stemmed from the initiatives of senior governments rather than that of the town. Numerous attempts - some tentative, some serious - have been made to start secondary manufacturing industry in the area. Most have had limited lives.

Future development initiatives should, we feel, follow along similar lines. Our main concern is that when attempted they should be better planned, funded and supported than in the past. The wider range of development bodies and funds sources now available seems to indicate that this will be the case.

The major forms of physical development we see as likely to occur relate to land, tourism, minerals extraction, industry, woods harvesting and traditional pursuits. In the area of land development, we are concerned that this be carefully controlled by responsible, locally-based bodies. To us, land development means raising the usefulness to man of an area of land without by so doing, either reducing the





usefulness of other land, the air or water, or endangering other forms of life. As such, then, land development is a broad community concern, to which we will return in a later section.

Tourism development, we feel, will depend on two factors: first, the preservation of the wilderness environment necessary for the traditional forms of tourism, namely hunting and fishing; second, the development of alternative attractions to improve the areas appeal to families vacationing together.

Mining developments, naturally, will continue to locate over the most profitable ore bodies. The major concern of the town is that wastes be utilized as far as possible e.g. as construction aggregate, for road surfacing, and that unusable waste be disposed of with minimal harm to the environment.

The town feels that the area is not really conducive to large scale industry, owing to its remoteness from large markets. The major interest of the town is in the attraction of small-scale industry which would produce for local and specialty markets, provide a more balanced local economy and offset predicted declines in some types of service employment.

The woods industry has lately proved to be the most controversial area of economic activity in this region. Bluntly stated, this is because the woods have in many cases been stripped, rather than harvested; and a very lively concern is therefore evinced by many, that the resource will be irrevocably depleted if harvesting concepts



and methods are not fully adopted.

It is our position that the physical environment of the hinterland must be preserved in as near-natural a state by full scarification and regeneration as is possible. If the cost of logging rises as a consequence, that rise will, we feel, only impose a temporary disadvantage. Sooner or later all the wood-producing areas of the world will have to make similar commitments to regeneration - particularly as wood once more becomes an energy resource.

Similarly, we feel that strict controls must regulate all other forms of industrial waste disposal. Disposal has to be seen as an integral part of the production cycle, to be carried out with the same regard for safety and cleanliness as any other phase of that cycle.

The final area in which we see good possibilities for development is in the area of traditional pursuits. Historically, the fur trade has for many decades been counter-cyclical i.e. in times of economic recession, the demand for fur rises. It would appear that the continuing energy squeeze and the move to a conserver rather than a consumer society will keep the demand for fur strong. Similarly, when the cash economy slows down, the subsistence economy flourishes. We would like to see a general consolidation and improvement of trapping, fishing and gathering activities. Specifically, we feel that failure to fully harvest the rice, fish, and fur resources of the area is





leading both to a loss of income and to a general impression that land is "unused". Again, the Ministry of Natural Resources reports a drastic shortfall in the desired beaver harvest, with resultant environmental depredations by damming and over-feeding. Action must be taken to ensure that natural, renewable resources are fully harvested and fully utilized. Perhaps meeting a quota should be a condition of retaining a fishing, trapping or ricing licence. Another suggestion is that the native groups and the provincial ministry might co-operate in the formation of a "harvester corps" or natural resource corporation which would provide steady, multi-seasonal employment and a stable economic cycle in harmony and balance with nature.

Finally, and again in relation to the concepts of social development, we are concerned that both the provincial and federal educational systems keep pace with and reflect the social and environmental characteristics of the area. This will greatly help understanding and friendships to flourish across the cultural frontier, for only when all residents of the region perceive their many common problems and work on them together will the long-standing social problems begin to diminish.



One of the top priorities for the year 2000 is a better social environment based on improved intercultural and interracial understanding. We hope that your commission will be an instrument in this program.

Most of our other aspirations are material, but some involve administrative arrangements. We feel that responsible, effective, locally-based land-use control throughout the North is a pressing need, and would wish to see systems instituted to accomplish this. We would like to continue to be surrounded by well preserved rural and natural areas, with fish and game as abundant as they are today.

In the area of physical improvements, we would want to see an adequate housing stock in both rental and purchase markets, made up of sound, appropriate and well-maintained units. We anticipate a particular need around 1981 to accommodate the more discerning members of the Commission's staff as their assignments are completed! Full road paving throughout the settlement areas is also a major priority. Money is presently used to repair and replace prematurely aged vehicles when it could better be invested in road improvements. We would like to bring about some fairly drastic improvements in the rather untidy general appearance of the town itself.

The town will need much-expanded community recreation facilities to cater for a wider variety of tastes. Winter swimming, squash and tennis facilities are all needed to round out the present recreational mix. A good museum is felt to be a need, to do double duty as a cultural resource and an "alternative" tourist attraction. A wide





range care home for senior citizens is also seen as a long-range need, as is a single fully-modern hospital.

In the economic area, we would like to see some small-scale secondary and specialty manufacturing industries locate in the town. In particular, if existing facilities such as the CFS base are vacated by their present users, we would like to see some industrial enterprise locate here, both to use the facilities and to replace the jobs lost in the local economy. We also want a stable wood-harvesting and primary-processing industry based on 100% regeneration and return to the natural state. We are keenly interested in alternative uses for wood e.g. to produce methanol for use as fuel or chemical feedstock.

As previously explained, we hope that other major natural resources will be utilized on a full-harvest basis.

In transportation, we want to see the town's role as a major rail traffic point continue. We anticipate reinstatement of daily rail passenger service as oil prices drive personal motoring and air travel back into the luxury bracket. To the North, we hope to see a safer air transportation network serving those communities only accessible by air, and the conclusive burial of the area's reputation as a graveyard for pilots and obsolete aircraft. We would like our airport to have jet-handling facilities both to act as an alternate stopover to our frequently fogbound southerly neighbour, and to accommodate the Learjets which will follow the pioneer visitor of this summer. We want improved connections with our neighbouring communities to the South by



inclusion in the Norontair network.

In the area of commerce, we envision continued modest expansion of retail and service trade, consistent with retaining our position as the major trading centre for our northerly neighbours. We hope to see a widening of the range of available commercial services. Finally, alternative tourist attractions will have to be developed to extend the tourist operating season and increase the number of family vacationers visiting the area.



A major fear for the future is that developments will bring a boom/bust cycle to the town. Communities in our situation are traditionally vulnerable to this cycle, though we have perhaps suffered less than most. Similarly we would not want to see the town as a focus for large-scale industrial development, nor for unchecked residential development in present recreational areas. On this topic, we are concerned that the report of the Planning Act Review Committee may signal the end of effective co-ordinated, locally-based, area wide land use planning. We seriously request you to review the effect that implementation of this report would have on our area, as we feel that it would deprive the townsfolk of a voice on developments in the surrounding area, and prevent area residents from having a say in town developments.

Continued stripping of forest resources without adequate clean-up and regeneration would be most unwelcome. We cannot emphasize this point strongly enough. Neither would we want to see the area dotted with the wreckage and remains of worked out resource areas and obsolete industrial plant-like, for example, the Central Patricia gold mine.

In the social area, any diminution of outdoor recreational opportunities for residents would be strongly resented.

Another less-than-desirable development would be an excessive expansion of employment in the social service areas. It is our feeling that future increases will likely be balanced by reductions, but we do have a concern that the town not become a government enclave peopled by "3 to 5 year" inhabitants.





In the pursuit of our social development goals, the town has extended some small funding to native groups. However, more meaningful initiatives have been taken in non-monetary areas. Recently the town's representatives proposed, successfully, that the Kenora District Municipal Association invite native leaders to attend its meetings as observers.

Concerning locally-based land-use control, the town has protested to the Planning Act Review Committee that proposed changes in the Planning Act would nullify effective area planning. The town is taking measures to improve the housing stock in several ways; by developing new lots, by presently considering a maintenance and occupancy by-law, and by introducing an official plan. As a general measure to improve town facilities, we are presently putting together a proposal for funding under the Neighbourhood Improvement Plan. This, it is hoped, will provide for full road paving, loans to improve property, a large expansion of recreation facilities and the building of a museum.

Interested citizens are presently active in assessing the demand for an extended-care home. An Industrial Committee has been formed, and is concentrating on attracting secondary manufacturing industry to the town. The airport committee has recently produced the final plans and arrangements for a large expansion in base facilities, and one company has already started construction on a new building.

These are the major official initiatives. Other bodies are of course active in their own spheres, and will, we hope, tell you about their efforts themselves.



REALIZING OUR HOPES - OUR NEEDS

Many of our aspirations for the future of the town and the area will depend for their realization on the actions of the provincial and federal governments and their agencies.

We look to both levels of government to assist in the continuing improvement of intercultural relations, by the adoption of policies and programs which provide fairly for the needs of both of the wider communities, and which give them full opportunities to contribute to the formulation of these policies and procedures.

The Commission itself, and the Ministry of Northern Affairs should, we feel, act to help us ensure local control over land-use planning. The preservation of rural and natural areas and the supervision of woodlands regeneration are the prime responsibility of the Ministry of Natural Resources, as are fish and game stocks.

Where improvements in housing and municipal facilities are concerned, Ontario's Ministry of Housing and the federal Ministry of State for Urban Affairs will, we hope, agree to continue the Neighbourhood Improvement Program, to which we look for funding assistance. The Ministry of Transportation and Communications, the Ministry of Culture and Recreation and the Ministry of Northern Affairs will, we trust, continue to fund projects within their spheres of responsibility.

We look to the Ministry of the Environment to ensure that new developments meet acceptable standards. So much for the ongoing and presently developing responsibilities of senior levels of government.





The new initiatives which we feel are needed will obviously need closer scrutiny and evaluation.

First, in addition to efforts within the present structures to improve intercultural relations, we look to both senior governments to devote their energies to reaching just, reasonable, understandable and widely-acceptable settlements to regulate the use of lands presently held by the Crown. Second, we feel that the tax system should be adjusted to ensure that some local benefits derive from mining operations conducted outside municipal boundaries.

Another area in which senior governments should help is in ensuring that transportation networks are maintained at present levels, rather than permitting services to be concentrated in a few corridors, such as that from Thunder Bay through Dryden to Winnipeg.

Small-scale production technology is a field where federally sponsored research could provide a substantial stimulus to the economy of small, isolated towns such as our own. To mention but a few, solar energy, hydroponics, on-site wood-waste processing and methanol production are fields which are worthy of further research and production studies. We also feel that the Ministry of Industry and Tourism should take an active part in the development of a wider range of tourist attractions and facilities. Finally, we feel that both governments should examine educational curricula to ensure that the environment is being adequately examined in the educational system.



## APPENDIX I

### RECORD OF PUBLIC PARTICIPATION

Participation from members of the public was sought by way of an open meeting, held on Wednesday 26th October from 1 P.M. to 7 P.M., and by a phone-in show held on radio station CBLS from 5:20 P.M. to 5:55 P.M. on Friday, October 28th. As a result of these and of conversations with citizens who approached the author, the views of ten citizens as well as those of the mayor and members of council, are incorporated in this brief.



APPENDIX 2

OTHER VIEWS EXPRESSED BY CITIZENS

One citizen expressed the view that commercial T.V. and radio should not be allowed to proliferate throughout Northern communities, since it is strictly entertainment-oriented and not properly answerable for its effects. Council feels unable to either support or oppose this view, since it applies mainly to presently unserved communities, and because previous councils have sought a second television channel.

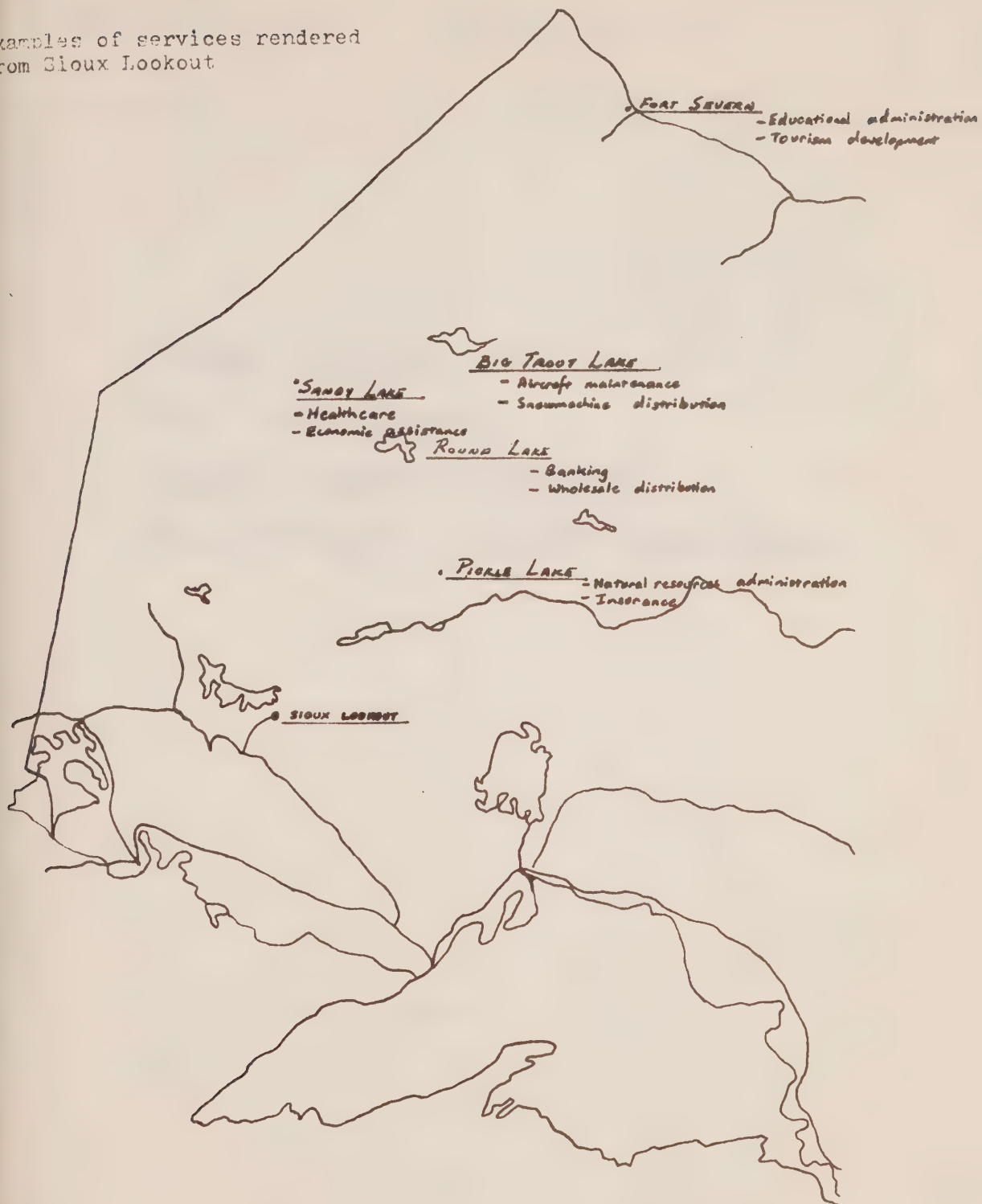
Council hopes that the Commission will investigate this question further with Northern residents.





SIOUX LOOKOUT - THE HINTERLAND

Examples of services rendered  
from Sioux Lookout





CG



Canadian Transport  
Commission

Commission canadienne  
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No. 4

Royal Commission on the  
Northern Environment

This exhibit is produced by

*John Henry Green*  
this 7<sup>th</sup> day of *April* 1977  
*Signature*

# Final Plan for Western Transcontinental Passenger Train Service

Railway Transport Committee  
Ottawa  
October 1977



## Foreword

At the opening of the 1976 hearings on western transcontinental passenger-train service, the Chairman of the Railway Transport Committee made a formal statement explaining the process by which a reorganized service would be brought about. The first step in this process was the **hearings** themselves, which were held between April and July of 1976. The second step was the preparation of a **Summary of Findings**, which was published in September of 1976. The third step was the developing of a **Preferred Plan**, which was published in April of 1977. The fourth, and final step, was to be the issuance of a **Final Plan** -- the present document.





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## Introduction

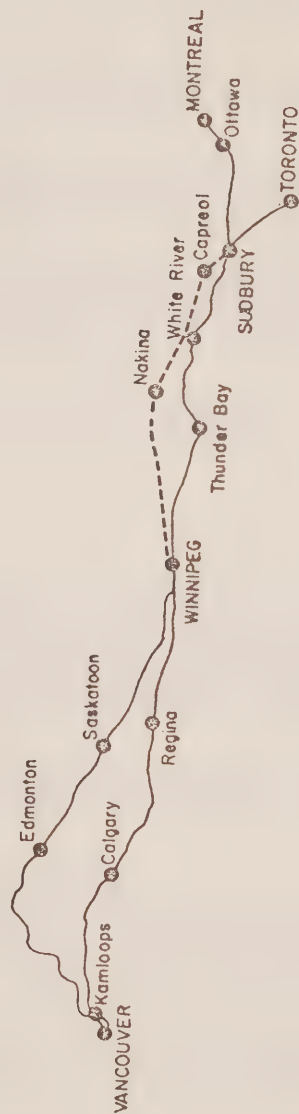
The ***Preferred Plan for Western Transcontinental Passenger-Train Service*** invited written submissions from individuals and organizations wishing to comment upon its contents. These comments have been considered carefully by the Panel and have been followed as much as possible in the developing of the ***Final Plan***.

These submissions were helpful in highlighting the positive aspects of the ***Preferred Plan*** and also in identifying potential problems. The comments as a whole were not at variance with the basic concept of the ***Preferred Plan*** but rather dealt with four aspects of it: the scheduling of the trains; local service in Northern Ontario; the choice of a marshalling point in the North Bay/Sudbury/Capreol area; and the choice of a station at Vancouver.

The following pages describe the ***Final Plan*** and show the ways in which it will deal with the concerns expressed in the submissions received.



FINAL PLAN  
ROUTE SKETCH



—— Transcontinental service.  
----- Sudbury-Winnipeg service.





## The Final Plan

The **Final Plan** will feature:

- i) a daily Montreal/Toronto-Vancouver train running on CP Rail track via Thunder Bay, Winnipeg and Calgary, with a schedule patterned on that of the present "Canadian";
- ii) a connecting daily Winnipeg-Vancouver train running on CN track via Edmonton, with a schedule basically the same as that of the train via Calgary;
- iii) a connecting three-times-per-week Capreol-Winnipeg train on CN track via Nakina, with bus transfer between Sudbury and Capreol;
- iv) retention of local trains between Capreol and Nakina on CN track and between Sudbury and White River on CP track, at a minimum frequency of three-times-per-week but with flexibility to increase frequency should demand warrant it.

The accompanying route sketch illustrates these features.

## Normal Service

The condensed schedule presented here is intended to permit flexibility in the achievement of the **Final Plan's** features, as outlined in the previous section. The timings are based for the most part on existing practice and are merely suggested timings. The timings ultimately placed in operation under the **Final Plan** may differ somewhat, so long as they adhere to the following pattern.

Using the westbound direction and a Monday departure as the example, the service will operate as follows (refer to the accompanying condensed schedule for service in both directions):

- i) The Montreal train leaves Central Station on CN track around noon; moves to CP Rail track at a cross-over to be constructed between Dorval and Vaudreuil; uses CP Rail track through Ottawa, the Ottawa Valley and North Bay; arrives at Sudbury CP station around ten o'clock Monday night.
- ii) The Toronto train leaves Union Station about four o'clock in the afternoon; follows CN track through Barrie to South Parry moves there to CP track at a cross-over to be constructed; arrives at Sudbury CP station around ten o'clock Monday night.
- iii) The Montreal and Toronto trains are consolidated at Sudbury; the combined train leaves Sudbury around eleven o'clock Monday night; travels on



# FINAL PLAN CONDENSED NORMAL SERVICE SCHEDULE

| WESTBOUND (READ DOWN) |      |      |       |              | EASTBOUND (READ UP) |         |       |      |      |      |
|-----------------------|------|------|-------|--------------|---------------------|---------|-------|------|------|------|
| 3/WK                  | 3/WK | 3/WK | DAILY | DAILY        |                     | DAILY   | DAILY | 3/WK | 3/WK | 3/WK |
|                       |      |      |       | 1200         | Dp MONTREAL         | Ar 2200 |       |      |      |      |
|                       |      |      |       | 1420         | Dp OTTAWA           | Dp 1950 |       |      |      |      |
|                       |      |      |       | 2010         | Dp NORTH BAY        | Dp 1345 |       |      |      |      |
|                       |      |      |       | 2155         | Ar SUDBURY          | Dp 1210 |       |      |      |      |
|                       |      |      |       | 1555         | Dp TORONTO          | Ar 1805 |       |      |      |      |
|                       |      |      |       | 1735         | Dp BARRIE           | Dp 1625 |       |      |      |      |
|                       |      |      |       | 2200         | Ar SUDBURY          | Dp 1205 |       |      |      |      |
| 0940                  |      | 2215 |       | 2300         | Dp SUDBURY          | Ar 1105 |       | 1115 |      | 1900 |
| 1800                  |      | ↓    |       | 0630         | Ar WHITE RIVER      | Dp 0325 |       | ↑    |      | 0930 |
|                       |      |      |       | 1325         | Dp THUNDER BAY      | Dp 2055 |       |      |      |      |
|                       | 1000 | 2300 |       | ↓            | Dp CAPREOL          | Ar ↑    |       | 1030 | 1930 |      |
|                       | 2205 | 0940 |       | ↓            | Ar NAKINA           | Dp ↑    |       | 2340 | 0750 |      |
|                       |      | 2110 |       | 2045         | Ar WINNIPEG         | Dp 1110 | ←     | 1045 |      |      |
|                       |      |      | 2145  | 2215         | Dp WINNIPEG         | Ar 0940 | 1010  |      |      |      |
|                       |      |      | ↓     | 0100         | Dp BRANDON          | Dp 0710 |       |      |      |      |
|                       |      |      |       | 0700         | Dp REGINA           | Dp 0100 |       |      |      |      |
|                       |      |      |       | 0805         | Dp MOOSE JAW        | Dp 0010 |       |      |      |      |
|                       |      |      |       | 1200         | Dp MEDICINE HAT     | Dp 1805 |       |      |      |      |
|                       |      |      |       | 1550         | Dp CALGARY          | Dp 1450 |       |      |      |      |
|                       |      |      |       | 1805         | Dp BANFF            | Dp 1220 |       |      |      |      |
|                       |      | 0815 |       | ↓            | Dp SASKATOON        | Dp ↑    | 2359  |      |      |      |
|                       |      | 1545 |       | ↓            | Dp EDMONTON         | Dp ↑    | 1600  |      |      |      |
|                       |      | 2150 |       | ↓            | Dp JASPER           | Dp ↑    | 0955  |      |      |      |
|                       |      | 0540 | 0340  | ↓            | Dp KAMLOOPS         | Dp 0040 | 0015  |      |      |      |
|                       |      | 1505 | 1120  | Ar VANCOUVER | Dp 1705             | 1455    |       |      |      |      |



CP track through Northern Ontario via Thunder Bay; moves to CN track at a cross-over east of Winnipeg; arrives at Winnipeg CN station around nine o'clock Tuesday night.

- iv) After marshalling of cars, the Winnipeg-Edmonton-Vancouver train leaves Winnipeg CN station around ten o'clock Tuesday night; crosses the Prairies on CN track and arrives at Edmonton around three o'clock Wednesday afternoon; crosses the mountains and arrives at Vancouver around three o'clock Thursday afternoon.
- v) The Winnipeg-Calgary-Vancouver train also leaves Winnipeg CN station around ten o'clock Tuesday night; moves to CP track at a cross-over at Portage La Prairie; crosses the Prairies and arrives at Calgary around three o'clock Wednesday afternoon; crosses the mountains and arrives at Vancouver station around eleven o'clock Thursday morning.

## Peak Period Service

During peak periods – the summer months of July and August; the shoulder periods leading up to July and following August; the Christmas New Year's and certain other holiday periods – it is anticipated that additional demand will make necessary the running of two sections of the transcontinental train on the Sudbury-Winnipeg segment of the route. The accompanying schedule follows the "Condensed Normal Service Schedule" presented in the previous section.

During peak periods, the transcontinental service will operate as needed over the Sudbury-Winnipeg segment as follows (the westbound direction is used as the example; refer to the accompanying schedule for service in both directions):

- i) Cars are marshalled at Sudbury into separate Calgary/Vancouver and Edmonton/Vancouver sections.
- ii) One section leaves Sudbury on the normal schedule around eleven o'clock at night and arrives at Winnipeg around nine o'clock the following night.
- iii) The other section leaves Sudbury shortly after the first one, follows it across Northern Ontario, and arrives at Winnipeg shortly after the first one. (The time between trains shown in the schedule is 20 minutes; in practice, a slightly different spacing may be required.)
- iv) No marshalling of cars is required at Winnipeg. The trains leave for points west around ten o'clock at night on their normal schedules.





# FINAL PLAN

## CONDENSED PEAK PERIOD SERVICE SCHEDULE

| WESTBOUND<br>(READ DOWN) |      |                 | EASTBOUND<br>(READ UP) |      |      |
|--------------------------|------|-----------------|------------------------|------|------|
|                          | 1200 | Dp MONTREAL     | Ar                     | 2200 |      |
|                          | 1420 | Dp OTTAWA       | Dp                     | 1950 |      |
|                          | 2010 | Dp NORTH BAY    | Dp                     | 1345 |      |
|                          | 2155 | Ar SUDBURY      | Dp                     | 1210 |      |
|                          | 1555 | Dp TORONTO      | Ar                     | 1805 |      |
|                          | 1735 | Dp BARRIE       | Dp                     | 1625 |      |
|                          | 2200 | Ar SUDBURY      | Dp                     | 1205 |      |
| 2320                     | 2300 | Dp SUDBURY      | Ar                     | 1105 | 1045 |
| 0650                     | 0630 | Ar WHITE RIVER  | Dp                     | 0325 | 0305 |
| 1345                     | 1325 | Dp THUNDER BAY  | Dp                     | 2040 | 2020 |
|                          |      | Dp CAPREOL      | Ar                     |      |      |
|                          |      | Dp NAKINA       | Dp                     |      |      |
| 2105                     | 2045 | Ar WINNIPEG     | Dp                     | 1110 | 1050 |
|                          |      |                 | Ar                     | 0940 | 1110 |
| 2145                     | 2215 | Dp WINNIPEG     | Dp                     | 0710 |      |
|                          | 0100 | Dp BRANDON      | Dp                     | 0100 |      |
|                          | 0700 | Dp REGINA       | Dp                     | 0010 |      |
|                          | 0805 | Dp MOOSE JAW    | Dp                     | 1805 |      |
|                          | 1200 | Dp MEDICINE HAT | Dp                     | 1450 |      |
|                          | 1550 | Dp CALGARY      | Dp                     | 1220 |      |
|                          | 1805 | Dp BANFF        | Dp                     |      |      |
| 0815                     |      | Dp SASKATOON    | Dp                     |      | 2359 |
| 1545                     |      | Dp EDMONTON     | Dp                     |      | 1600 |
| 2150                     |      | Dp JASPER       | Dp                     |      | 0955 |
| 0540                     | 0340 | Dp KAMLOOPS     | Dp                     | 0040 | 0015 |
| 1505                     | 1120 | Ar VANCOUVER    | Dp                     | 1705 | 1455 |



## Local Service

The Sudbury-Winnipeg service over the CN line will operate three-times-per-week. Passengers arriving at Sudbury CP station on the Montreal and Toronto trains will be transferred by bus to Capreol CN station to connect with the train leaving around eleven o'clock at night. Arrival at Nakina will be around ten o'clock the next morning and at Winnipeg around nine o'clock the next night – in time to allow transfers to both the Calgary/Vancouver and Edmonton/Vancouver trains. (Refer to the "Condensed Normal Service Schedule" for service in both directions.)

Local day trains will operate three-times-per-week on CN track between Capreol and Nakina and on CP Rail track between Sudbury and White River, due in each instance to the night-time passage of the major trains over these route segments. As mentioned earlier, the frequency of these local day trains may be increased should demand warrant it.

Because the present CP Rail service between Toronto and Sudbury essentially will be retained, there will not be the need to run a separate Rail Diesel Car service between the cities, as was suggested in the **Preferred Plan**.

These alterations to the service suggested in the **Preferred Plan** are in response to complaints received concerning the proposed removal of local trains in Northern Ontario. It was suggested that the transcontinental trains, with their long consists and perhaps unreliable operation, could not adequately carry out the duties of the Sudbury-White River and Capreol-Nakina local trains.

There were also complaints about the **Preferred Plan's** proposed bus connection between Sudbury and Capreol. The **Final Plan** retains this feature, however, in the interests of the overall scheme. The Panel considers that a quick, efficient, fully-coordinated bus service will adequately serve those passengers wishing to travel between points on the CN line in Northern Ontario and points east or south of Sudbury. The idea of starting the train at Sudbury has been considered but discarded, as it would require a cross-over east of Sudbury and would involve a distance about twice as great, and a transfer time much longer, than by a direct bus. This could result in the breaking of the connection at the Winnipeg end of the service with the trains to and from Vancouver.

## Trip Time

One of the most persistent complaints made about the **Preferred Plan** concerned the proposed four-night schedule between Montreal or Toronto and Vancouver over the CP line. The Panel considers that perhaps the best feature of the **Final Plan** is its three-night schedule, via either Calgary or Edmonton.

The key factor in achieving the three-night schedule under the **Final Plan** is the routing of the transcontinental service entirely on CP Rail track between Sudbury and



Winnipeg. The faster transit time compared to that possible over the CN line will be sufficient to permit a three-night schedule for the entire route – with an accompanying significant decrease in cost.

It should be stressed that the zone speeds used to construct the **Final Plan's** schedule are based on present CP and CN practice, with the following exceptions. The time between Regina and Brandon has been extended by one-and-one half hours, in order to permit relatively convenient timings at both cities. Certain station times on CN track west of Winnipeg have been reduced to 15 minutes from 30 minutes, on the strength of CN evidence that the running of trains of less than 18 cars would enable such a reduction. Otherwise, the elapsed times on CN track between Winnipeg and Vancouver are based on present schedules.

In the case of the Capreol-Winnipeg train, the overall time has been reduced by about three hours, in order to permit connections with the transcontinental services at both Sudbury and Winnipeg. To accomplish this, the train will make fewer stops on the overnight segment east of Nakina – only stops for operating purposes or for passengers travelling to or from points beyond Capreol or Nakina will be made. Local passengers on the segment will be served by the local day train mentioned earlier. The balance of the three hour reduction will result from quicker station stops and over-the-road time – both considered feasible due to the short consist of the train.

## Convenience

The **Final Plan** will feature relatively convenient timings at almost all major communities. Arrivals and departures from route end-points – Montreal, Toronto and Vancouver – will be mostly in the late morning or the afternoon. This will continue the practice of CP's "Canadian" and improve upon the late night or early morning timings characteristic of both CN's present "Super Continental" and the proposed timings of the **Preferred Plan**. Furthermore, a number of timings at intermediate cities will be improved by the **Final Plan**.

## Facilities

Although it is not the Panel's intention to dictate train consists, types of cars, or car operating patterns in detail, the **Final Plan's** services are to follow these basic guidelines:

- i) Sufficient capacity is to be provided to cater to the volume of traffic which presents itself. Sample consists developed by the Commission's staff indicate that the present demand can be handled without exceeding on any route segment or train section, the car-limits considered by the railways to be operationally feasible.





- ii) The transcontinental and Capreol-Winnipeg trains are to have adequate Baggage, Coach, Sleeper, and Meal/Beverage/Lounge facilities. The local trains between Capreol and Nakina and between Sudbury and White River are to have basic coach accommodation.
- iii) in keeping with the present situation, transcontinental trains operated under the **Final Plan** are to provide through Coach (or Dayniter) service and through Sleeper service between: Montreal and Vancouver via Edmonton; Montreal and Vancouver via Calgary; Toronto and Vancouver via Edmonton; and, Toronto and Vancouver via Calgary.

The **Final Plan's** basic concept has been designed partially on the strength of these guidelines. It is in no way the intention of the Panel to restrict future experimentation; obviously, evolving public preferences will dictate changes. However, the Panel considers that an adequate transcontinental passenger-train service should adhere to these guidelines.

The Panel also considers that it may be advantageous to re-equip the transcontinental trains in the near future, thereby significantly reducing operating and maintenance costs. Bilevel cars of the type currently under production for Amtrak would permit the operation of shorter trains, due to higher capacity per car. There is also evidence, based on recent Amtrak experience, that new equipment could attract more people to travel by train.

## Stations

The **Final Plan** will make only one change in the list of consolidated stations proposed by the **Preferred Plan**. At Vancouver, the CN station will be used instead of the CP station for the time being.

The **Preferred Plan** called for use of the CP station, because the City of Vancouver and the Province of British Columbia have designated the site as the hub for most public transport services.

Many submissions to the Committee, however, urged retention of the CN station, because (it was said) the facility is in better shape than the CP station; parking is better; and the facilities are capable of handling and servicing two daily transcontinental trains.

The Panel considers that either location would be adequate for the transcontinental trains but that the CN facility would not require modification at this time, whereas the CP facility would. However, if the CP facility is improved by the city and provincial authorities to the extent that it could handle the transcontinental trains, then at such time it could become the terminal.



## Plant Modifications

Under either the **Preferred Plan** or **Final Plan**, money would have to be spent for modifications to the CN stations at Montreal and Winnipeg; maintenance facilities at Montreal and Toronto; and connecting track at Montreal, South Parry, Winnipeg, Portage La Prairie and Vancouver.

However, the **Final Plan** will be less expensive to implement because modification of the facilities at North Bay and the station at Vancouver will not be required.

The Panel would like to stress that the required modifications must be constructed with the needs of the **Final Plan** in mind. In the case of track cross-overs, signals and maintenance facilities, the transcontinental passenger service must not be expected to cover the additional cost of any facility built in a manner in excess of the basic needs of those trains.

## Implementation

Implementation of the **Final Plan**, the Commission believes, will be the responsibility of VIA Rail Canada, Canadian National Railways and CP Rail. It is to begin as soon as possible and will involve the following:

- i) Negotiation of labour agreements for both operating and service staff.
- ii) Standardization of tariffs, reservation systems, and crew procedures.
- iii) Completion of plant modifications.

On the basis of evidence presented to the Panel by the railways and by VIA Rail Canada, the time required to achieve these objectives could range from six months in the case of standardization procedures to 24 months for some of the plant modifications, depending upon the level of sophistication of signalling, switches and track.

The **Final Plan** could be implemented as early as June of 1978. The Peak Period operation could be started with existing stations and maintenance facilities, at least on an interim basis. The only essential plant modification would be the cross-over east of Winnipeg, to allow the Edmonton/Vancouver train to cross from CP Rail to CN track (westbound direction as example). Otherwise, the CP station at Montreal, the CP line all the way between Toronto and Sudbury, and separate stations at both Winnipeg and Vancouver could be used on an interim basis.

Implementation of the Normal Service pattern would require completion of all modifications at Winnipeg, as trains would have to be marshalled there as well as at Sudbury. The estimate for these modifications is at least 12 months -- or the fall of 1978.



The Panel recognizes that there must be some flexibility given to VIA Rail Canada, who will be the operator of the service described in the **Final Plan** and who will have the responsibility of carrying out the transition from the present service. The Panel does not intend to dictate the details of procedures necessary to attain the new service. Consequently, VIA Rail Canada will have the freedom to implement the **Final Plan** in phases as it sees fit, subject to the constraints involved in achieving the modifications, agreements, and standardization described above. Additionally, it will be the responsibility of both CP Rail and Canadian National Railways to facilitate the implementation of the **Final Plan** by cooperating fully with VIA Rail Canada during this process.

The target date for achievement of the **Final Plan** should be 12 months from the date hereof, with the understanding that the Canadian Transport Commission is to be kept informed of progress towards the meeting of the target date.

It must be remembered that, under the Railway Act, the Commission has the duty and responsibility to monitor passenger-train performance, both in terms of adequacy of service and in terms of operating and financial efficiency. This function remains with the Commission and will continue to be exercised both during and after the implementation process. The law demands it and admits of no less.

## Conclusions

The Panel would like to stress the following points concerning the **Final Plan**:

- i) The **Final Plan** represents a synthesis of the views of, and evidence presented by, individuals, organizations, the railways, and the Commission.
- ii) The Plan's basic concept and pattern -- especially the reduction of duplicate services and consolidation of trains and facilities -- will best provide satisfactory service to the public; will be much less costly than the existing services; and will be feasible in operational terms.
- iii) The provision of a three-night schedule between Montreal or Toronto and Vancouver by both Calgary and Edmonton, as well as the improvement in arrival and departure times at several cities, will mean more convenient and attractive service for most passengers and will reduce certain costs of operation substantially.
- iv) The social and economic needs of many communities in Northern Ontario will continue to be met by the retention of local services.
- v) The guidelines defining minimum requirements for on-board facilities and through car service will ensure that the transcontinental trains continue to provide a reasonable quality of service, but will not unduly restrict reasonable experimentation and adjustment.



- vi) The cost of initial plant modifications will not be excessive in terms of the long-term savings it will permit and the annual operating cost of the system will be approximately the same as it would have been under the *Preferred Plan*. The transcontinental passenger service must not be expected to cover the additional cost of any facility built in a manner in excess of the basic needs of that service.

The Panel considers that several issues discussed in the *Preferred Plan* are of such importance that it is worthwhile repeating them here.

"Before the analysis ..... can be considered complete, there is one final question that must be examined. What is likely to be the function of the transcontinental passenger train in the face of rising prices and diminishing domestic supplies of the oil that fuels the automobile, the aircraft, the truck, the bus and the railway train, and also in the face of the evidence of deterioration of the physical environment in which we all live? Any attempt to provide the complete answer at this time would be futile. As we have already concluded, not enough information has been put together to warrant confident prediction of the size of the potential market for transcontinental service over the next two decades. This point cannot be stated too often.

It is a relatively simple matter to estimate, as we have done, the numbers of people who will ride these trains under varying sets of conditions in the near future. This is because the travel habits and desires of people who already use trains are known. It is quite possible to forecast the reaction of that present market to improvements in quality of service, frequency, reliability or pricing, for example ...

In planning for a much longer period, which may bring us to about the end of the century, there are many problems, directly related to the potential of the market for the transcontinental services, which will have to be resolved. For example, the present equipment will have to be refurbished, or better still, replaced. For what kind of service must provision be made - long distance, short distance or both? What will be the demand for sleeping cars, and will people be prepared to pay for private rooms or would something more spartan suit the market? .....

During the interim period between the time when the ..... Plan is put into operation and the time when major decisions about making large capital commitments to these services are made there must be some experimentation and investigation of the potential market for transcontinental services .... There are many financial difficulties associated with the operations of the present type of equipment and .....





there are considerable advantages to be gained from the operation of more efficient equipment. But, we simply do not know what the potential ridership would be for a re-equipped, revitalized, re-designed, highly publicized and marketed service.

Therefore, as a minimum, we recommend that some experimentation be undertaken immediately with providing a more cost-effective type of sleeping car service while at the same time carefully measuring the public's response to such a service. We cannot prescribe what such a car would look like: it may mean a return to the style of open-section tourist sleeping car of the recent past or it may mean rebuilding some equipment along the lines of the European couchette sleeping cars. We suggest, however, that at least one such re-designed car be included in each transcontinental consist as soon as possible, along with the existing types of equipment, and that a marketing investigation be undertaken concurrently.

We also repeat our earlier comments on the expenses associated with serving meals in dining cars. Without being as explicit as we were in our recommendation for sleeping cars we strongly recommend that a number of experiments be undertaken with the aim of providing good meal service in a less costly fashion. Again, the reactions and desires of the public must be measured in assessing the effectiveness of these experiments."

## Recommendations

The Panel recommends:

- i) That the implementation of the **Final Plan** be accompanied by a major marketing and promotional effort.
- ii) That reservation systems, marketing efforts, stations and tariffs be consolidated and improved within a single management structure -- VIA Rail Canada, Inc.
- iii) That methods of providing more economical meal and sleeping facilities be investigated, bearing in mind the necessity that these services continue to be of an adequate standard.
- iv) That a long range investigation of the non-train-riding public be undertaken, in order to assess the ultimate market for transcontinental passenger-train service.

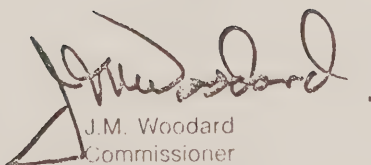


- v) That, depending upon the outcome of that investigation and of careful economic analysis, the Government and VIA Rail Canada proceed with the re-equipping of the trains with new, more efficient and attractive equipment.
- vi) That VIA Rail Canada have strict managerial autonomy, insofar as this is compatible with such financial or legal limitations as may be set for it as an agency of the Crown.
- vii) That VIA Rail Canada meet with the Ontario Northland Transportation Commission to discuss the possibility of arranging connections at North Bay between services of the two organizations.
- viii) That VIA Rail Canada provide its services in as efficient a manner as possible, by the use of progressive management techniques and by means of an effective incentive-based system of contracts with the operating railways. This is considered by the Panel to be essential to the success of the **Final Plan**.
- ix) That, in establishing institutional changes, the greatest consideration be given to the interests and rights of railway employees.
- x) That, upon publication of this document, VIA Rail Canada, Canadian National Railways and CP Rail begin carrying out the changes required to achieve the **Final Plan**.

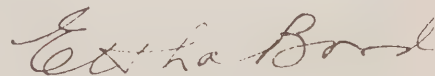
Panel



D.H. Jones, Q.C.  
Chairman  
Railway Transport Committee



J.M. Woodard  
Commissioner  
Railway Transport Committee



E.H. LaBorde  
Commissioner  
Railway Transport Committee



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**The Lac Seul Band  
Treaty No. 3**

PRESENTED AT

**Sioux Lookout  
on  
November 7, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENTAL

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

The Lac Seul Band  
  
Treaty No. 3  
  
General Delivery  
  
Lac Seul, Ontario  
  
POV ZAO

PRESENTED AT

Sioux Lookout

on

November 7, 1977

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ON THE NORTHERN  
ENVIRONMENT  
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Toronto



Royal Commission on the  
Northern Environment

This exhibit is produced by

Chief of Lac Seul Reserve

this 7th day of Nov. 1977

S. J. J. J.

WELCOMING STATEMENT TO JUSTICE PATRICK HARTT  
BY RAY NINGEWANCE, CHIEF LAC SEUL RESERVE  
SIOUX LOOKOUT, ONTARIO

MR. COMMISSIONER, AS CHIEF OF THE LAC SEUL RESERVE, I WOULD  
LIKE TO WELCOME YOU TO MY TERRITORY. YOUR RESPONSIBILITIES ARE  
GREAT. WE WISH YOU WELL IN YOUR DELIBERATIONS FOR OUR FUTURE IS  
DEPENDANT ON YOUR SENSE OF JUSTICE. WE HOPE AND PRAY THAT THROUGH-  
OUT YOUR HEARINGS YOU WILL LISTEN TO THE VOICES OF MY PEOPLE  
AND UNDERSTAND THEIR POINT OF VIEW. IN THE PAST THEIR WISDON HAS  
BEEN IGNORED. WE TRUST YOU WILL NOT MAKE THE SAME MISTAKE OF  
THOSE WHO HAVE COME BEFORE YOU.

NOW MR. COMMISSIONER, I HAVE AN UNHAPPY DUTY TO PERFORM. IT IS  
HARDLY A PLEASANT TASK TO PRESENT YOU WITH THESE PICTURES.  
THEY ARE THE BODIES OF MY ANCESTORS.

EVERY DAY, OF EVERY MONTH, FOR THE PAST FEW YEARS, THE REMAINS OF  
MY FOREFATHERS HAVE BEEN WASHING UP FROM THEIR SACRED BURIAL  
GROUNDS. THERE THEY SIT ON THE EDGE OF OUR LAKE , DISTURBED FROM  
WHAT WAS TO HAVE BEEN THEIR ETERNAL RESTING PLACE. THE REMAINS ACT  
AS A CONSTANT REMINDER THAT INDIANS PAY A HARSH PRICE WHEN THE  
WHITEMAN AND THE WHITE MAN'S POWER COMPANY VISIT THE LANDS OF  
MY PEOPLE.

OVER FORTY YEARS AGO, ONTARIO HYDRO FLOODED MY PEOPLE'S LAND TO  
PRODUCE HYDRO ELECTRIC POWER. WE WERE NEVER TOLD OF THE FULL EXTENT  
OF THE FLOODING. WE WERE NEVER GIVEN FULL COMPENSATION FOR THE FLOODING.  
AND WERE NEVER GIVEN THE RESOURCES TO MOVE OUR ANCESTOR'S GRAVES AND  
SAVE THEM FROM A WATERY DESTRUCTION.



WHITE GRAVES WOULD NOT HAVE BEEN TREATED IN A SIMILAR MANNER. LET ME GIVE YOU AN EXAMPLE. WHEN THE SAINT LAWRENCE SEAWAY WAS ABOUT TO COVER WHITE GRAVES WITH HUNDREDS OF FEET OF WATER, GOVERNMENT OFFICIALS DILEGENTLY TRACKED DOWN THE DESCENDENTS OF THE PEOPLE BURIED IN THE WHITE GRAVES.

THE GOVERNMENT OFFICIALS WERE CAREFUL TO GIVE THE WHITE DESCENDANTS EVERY OPPORTUNITY TO REBURY THEIR FOREFATHERS IN PROPER RELIGIOUS CEREMONIES.

NOT SO AT LAC SEUL. WE WERE NEVER GIVEN THAT OPPORTUNITY. NONE OF US UNDERSTOOD THAT OUR SACRED BURIAL GROUNDS WOULD BE MANGLED AND DESTROYED. WE WERE NEVER TOLD.

WE PRESENT THESE PICTURES TO YOU, MR. COMMISSIONER, AS EVIDENCE OF WHAT HAS HAPPENED WHEN WHITE TECHNOLOGY INVADES INDIAN COMMUNITIES -- DESTRUCTION INEVITABLY RESULTS. YOUR COMMISSION HAS GIVEN US OUR FIRST OPPORTUNITY TO RELATE THIS UNHAPPY STORY. MY PEOPLE FEEL THAT YOU HAVE THE POWER TO RECTIFY THIS UNSEEMLY SITUATION.

~~THE INDIAN COMMUNITIES TO THE NORTH OF US~~ HAVE NEVER EXPERIENCED THE SAME LEVEL OF INTRUSION OF WHITE ENTERPRISES AS WE HAVE. I PRAY THEY NEVER WILL.

I URGE YOU, MR. COMMISSIONER, TO BEAR IN MIND THE LAC SEUL BURIAL GROUNDS WHEN IN THE COURSE OF YOUR HEARINGS YOU LISTEN TO WELL-INTENTIONED WHITE PEOPLES PROPOSALS FOR ECONOMIC DEVELOPMENT ON OUR LAND. PROJECTS THAT HAVE BENEFITTED WHITE PROMOTERS HAVE TRADITIONALLY DESTROYED THE INDIAN PEOPLE AND THE INDIAN HERITAGE. THE WHITE MAN'S SO-CALLED "PROGRESS" HAS LEFT A LEGACY OF CALLOUS DISRESPECT AND IRRESPONSIBILITY. OUR RUINED GRAVES ARE A SYMBOL OF WHAT HAPPENS WHEN THE WHITE MAN ARRIVES.





IT IS YOUR RESPONSIBILITY, MR. COMMISSIONER, TO ENSURE THAT WHITE  
INTRUSIONS INTO INDIAN SOCIETY WILL NEVER AGAIN TAKE PLACE AT THE EXPENSE  
OF MY PEOPLE'S LIFESTYLE, CULTURE AND SACRED TRADITIONS.

MAY THE GREAT SPIRIT GUIDE YOU THROUGH OUT THIS INQUIRY.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

MINISTRY OF NORTHERN AFFAIRS

PRESENTED AT

**Sioux Lookout**  
**on**  
**November 7, 1977**



Ontario

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT  
THE HON. MR. JUSTICE E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF NORTHERN AFFAIRS  
10 Wellesley St. East  
Toronto, Ontario  
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PRESENTED AT

Sioux Lookout

on

November 7, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
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ROYAL COMMISSION  
ON THE  
NORTHERN ENVIRONMENT



**Brief of the  
Ministry of Northern Affairs**

**to the  
Royal Commission on the Northern Environment**

**Sioux Lookout, Ontario**

**7 November 1977**



**Ontario**

**Ministry of  
Northern  
Affairs**

**Leo Bernier  
Minister**

**Tom Campbell  
Deputy Minister**



Opening statement to the Royal Commission on the  
Northern Environment by the Honourable Leo Bernier,  
Minister of Northern Affairs at Sioux Lookout,  
Ontario                      7 November 1977

Mr. Commissioner:

I am very honoured by your invitation to make this  
initial presentation of the Ministry of Northern  
Affairs to you here in Sioux Lookout today.

With your permission, I would like to take a few  
minutes first to make some personal observations  
before I begin to review the role of my Ministry  
in the area under your consideration.

I was born here in Sioux Lookout and I have lived  
all of my life within a few kilometers of here.  
My parents helped build this community and my  
roots are deep in the North. I have had the  
honour of serving this community and the vast  
area of the District of Kenora as their member  
of the Legislature for the past 11 years.

As a candidate, as a member and as a minister of  
four ministries with vital stakes in northern  
development, I have personally covered most of  
the area the Commission will visit over the next  
few years.



I have been in every community and I have met many of the 30,000 people who live in Ontario north of the 50th parallel.

I know that there is great interest in this Commission and in the impact it will have on the lives of the people and on their children's future. I believe your Commission is one of the most positive forces we have seen in Northern Ontario.

In the months ahead you will focus public interest on Northern Ontario, in a way we have not experienced since the discovery of uranium at Elliot Lake 25 years ago or the Gold Rush at Red Lake more than a quarter century before that.

Unlike these events, however, you are not driven by the pressures which accompany ore discoveries and shape events and communities to their needs.

Yet the resources of the North -- both our human and our material resources -- are the fundamental reason for our presence here today.

It was the natural resources of the land, forest, fish, game and fur which sustained the native people from time immemorial.

It was these same resources which brought the great French explorers Groseilliers and Radisson to Hudson Bay and Moose Factory, the Englishman Edward Umfreville whose travels, almost two centuries ago, are recorded on a monument here at Sioux Lookout and all the Hudson's Bay and the Northwest Company adventurers and traders to the settlements between here and the Northern Sea.

More recently the hidden mineral resources brought another surge of development. Places like Red Lake, Pickle Lake, Geraldton and Ear Falls became household words across Canada.

Resources brought people to this country and provided us with food and shelter and the opportunity for a better life.

But we northern people are not the sole owners of these assets nor the exclusive beneficiaries of their development.

Everyone in Ontario has a vital stake in northern resources development. This has been brought home to us all in recent days as we are facing the economic and social impact of the decline in world nickel markets.



The metals, pulp, paper, fish, furs, tourism, recreation, lumber and energy of the North contribute directly to the everyday life of all the people of Ontario and indirectly, through the foreign exchange which they earn, to the living standard of all Canadians.

Mr. Commissioner, Northerners have frequently felt in the past that the North has not been understood by the rest of the province. So therefore, we appreciate the interest which the Legislature, the media and the people of Ontario are showing in your Commission.

Perhaps, sir, it would be appropriate for me to begin with some of the chronology of development which led to the establishment of this Commission. Design for Development, Phase II, which was published in 1970, called for greater utilization of our northern forest resources.

"Studies should be renewed concerning the feasibility of locating at least one new pulp and paper mill in Northwestern Ontario. Priority should be given to areas where existing timber resources are under-utilized and environmental quality can be maintained."

I recall, as Minister of Natural Resources, that I wrote to all the forest resource companies and asked how they, in co-operation with the government, could more fully utilize this renewable asset.

This led directly to the expansion of job producing programs by Plus Wood at Atikokan, MacMillan Bloedel and Great Lakes at Thunder Bay and Kimberley Clark at Terrace Bay.

As a result of these and various other expansions in the forestry industry in Northwestern Ontario some 3,000 jobs have been added since 1971. This also led to a proposal by the Reed Paper Company to build a \$400 million forest resource complex in the Red Lake-Ear Falls area.

From the point of view of economic development in Northwestern Ontario; this was a most attractive proposal.

It would allow us to harvest a renewable resource, much of which was not being used, and it would provide hundreds of jobs in the years ahead.

And jobs, I believe, are critical to the economic, social and cultural well-being of the people of Northern Ontario.

As you travel through this region and meet the people who live here you will see how anxious they all are for secure and meaningful employment, both for themselves and to allow their children to remain in the area.

But we are conscious now, more than ever before, that economic development and jobs are not sufficient in themselves if not balanced with preservation and respect for the environment. As much as the people of the North want jobs and opportunities they also want to preserve and protect the land. The people who live here have a love for this land which is difficult to explain to those from outside. It is, therefore, the wish of the people that any development that takes place must proceed in a balanced way to preserve our environmental heritage.

Your Commission, sir, will have a unique opportunity to explore these issues and your findings can have a profound influence on the pattern of development in the years ahead.

As I said at the outset, the area you will examine is home for approximately 30,000 people. About half of them are descendents of the original inhabitants.

The area is vast - representing over 200,000 square miles.

In this region you will find that more than one-third of the population live in four areas:

|                        |       |
|------------------------|-------|
| Sioux Lookout          | 3,100 |
| Red Lake-Balmertown    | 4,327 |
| Ear Falls              | 1,968 |
| Moosonee-Moose Factory | 2,980 |

Mr. Commissioner, I would like now to mention the Ministry of Northern Affairs and some of the functions for which it is responsible. I am also providing a separate compendium of background papers to expand on information regarding some of the programs to which I will refer.

Although the Ministry did not come into being until this year, the name and the concept go back a bit further.

The Northern Affairs offices of the former Department of Mines and Northern Affairs were established in 1970. This was in partial response to a feeling, strongly held throughout Northern Ontario, that the North had unique problems and that special measures were required to deal with them.

Prior to this, three regional meetings had been held during 1969 at Timmins, Sudbury and Thunder Bay. These meetings were wide-open, no-holds-barred sessions at which interested individuals and groups were invited to express their opinions to an audience of cabinet ministers and members of the Legislature.

Although many of the complaints that surfaced were applicable anywhere in Ontario, certain points of special significance emerged. These were:

- (1) Conditions were different in the North. Programs designed for Southern Ontario quite often were not appropriate for Northern Ontario.
- (2) There was a transportation problem in the North, with respect both to access and cost.
- (3) A communications gap was evident between the people of the North and their government.

The first step to meeting these very legitimate grievances came with the creation of the Northern Affairs offices of the former Department of Mines and Northern Affairs.

When he announced the government's decision to create this organization, Premier Robarts told the northern delegates to the 1970 Provincial-Municipal Conference that it would "make all services of Queen's Park more readily available in all communities of Northern Ontario, no matter how remote."

How well these offices have succeeded is reflected in the recent report of the Select Committee on the Legislature which says:

"The Committee believes that the special information needs of the citizens of the North should continue to be met through the Northern Affairs Offices --."

"These offices, 24 in all, handle approximately 20,000 transactions per month, of which about 25 per cent deal with federal government programs. The staff provide information on the services of all levels of government and stock the hundreds of forms require for everything from fishing licences to pensions."

"These offices have provided an excellent service --."

In the area under consideration by this Commission, there are three Northern Affairs offices which we now call Community Service offices. In addition to those at Red Lake, Sioux Lookout and Moosonee, the office at Geraldton serves communities of direct interest to you.

We are in the process of opening a new office at Ignace and we have announced plans for one at Ear Falls.



Because it is not convenient for residents in some areas to visit our offices, especially those living in communities along the James Bay coast, we introduced a "Task Force" approach to bring our services to them.

This has involved taking representatives of provincial ministries and federal departments concerned with tax credits, employment standards, workmen's compensation, unemployment insurance, manpower, income tax, Community and Social Services, Health and Welfare and the like by chartered aircraft to Winisk, Attawapiskat, Fort Albany and Kashechewan to respond to problems on the spot.

We have made these trips annually for the past three years and we are planning to improve the service with the appointment of remote community officers to look after the needs of smaller settlements on a continuing basis.

I know that members of your staff have been in touch with our Northern Affairs officers in planning your activities. My Deputy Minister, Tom Campbell, has asked the local Northern Affairs officers to attend your public hearings.

Ron Willis, our Northern Affairs Officer from Sioux Lookout, is here today and I invite you to make use of his services in assisting people who may approach you with problems which you may feel are outside of your mandate.



The public use of the Northern Affairs offices is reflected in the number of transactions which have taken place each year since the service was established.

|      |   |          |
|------|---|----------|
| 1971 | - | 58,492   |
| 1972 | - | 80,958   |
| 1973 | - | 132,975  |
| 1974 | - | 164,851  |
| 1975 | - | 257,248* |
| 1976 | - | 221,848  |

We have also compiled some specific comparative statistics from our Red Lake, Sioux Lookout, Geraldton and Moosonee offices which form part of the background papers to which I referred and which may be of interest to you.

Apart from the growth of transactions at the offices, the figures show that all areas of government activity are involved.

\*Extra volume of direct services because of postal interruptions.

Perhaps, as the Commission progresses, you may wish to examine the work of some of our Community Service offices in more specific detail and you will be most welcome.

The government has taken a number of other initiatives in the North such as the establishment of the Isolated Communities Assistance Program, the Remote Airstrips Program, the Northern Ontario Resources Transportation Program, the Northern Telecommunications Program and the Townsite Development Program.

In addition, the Ontario Northland Transportation Commission, which now reports through the Ministry of Northern Affairs, has strengthened many of its transportation operations including the establishment of norOntair.

The Ontario government has also increased municipal grants under a special formula for Northern Ontario. It has established the Regional Priority Budget to encourage economic development in the North. Through this vehicle the province has undertaken a number of joint projects with the Department of Regional Economic Expansion.

The creation of a Ministry of Northern Affairs earlier this year was a logical extension of these initiatives to provide the coordination and focus for the future development of the North.

Perhaps it would be helpful, at this point, to describe briefly some of the programs of the Ministry of Northern Affairs, which have special relevance to the area under study.

Because we were created to bring the service of the Government of Ontario closer to the people of the North and to ensure that a northern viewpoint is included in policy development we have both co-ordinating and program responsibilities.

As the Minister of Northern Affairs, I am a member of each of the three Policy Committees of Cabinet and a member of Management Board.

In this way we are able to speak for the North within all spheres of government policy making and can directly influence the application of programs to meet specific northern needs.

We have been given a very substantial budget -- approximately \$120 million this year -- specifically for programs in the North. These funds, of course, are over and above the normal spending of other provincial ministries and agencies including the Ontario Northland Transportation Commission.

Because we are essentially a small ministry with a staff of about 170, located mostly in the North, we use the experience and capabilities of other major operating ministries to carry out provincial projects which are funded through our budget.

Priorities are determined by the Ministry of Northern Affairs working in close co-operation with communities and other ministries.

We are fortunate to be in a position to call upon the experience of ministries such as Natural Resources and Transportation and Communications which have had a long tradition of service in the North. We enjoy the fullest possible co-operation and assistance from these ministries and the access which we have to their knowledge and technical capability will facilitate the carrying out of our mandate and will avoid duplication.

I would like to turn briefly now to the elements of these programs taking place in the area north of the 50th parallel. More detailed information is available in the compendium which I am tabling with this brief.

#### Isolated Communities Assistance Fund

The Isolated Communities Assistance Fund was established in November 1976 to meet the specific servicing needs of settlements which have fewer than 1,000 residents and no municipal government.

The fund provides assistance for basic services, such as fire protection and a safe community water supply.

To qualify for assistance, isolated communities generally must be a minimum distance from an organized municipality and the projects must be ineligible for any other federal or provincial assistance.

The Isolated Communities Assistance Fund is set out in greater detail in the background papers to which I made reference earlier.

Five of the projects, water supply for Armstrong, a fire truck for Madsen, sirens and improved fire-fighting facilities at Hudson, a fire hall at Redditt and fire protection at Savant Lake involve communities north of the 50th parallel.

#### Remote Airport Construction Program

The Remote Airport Construction Program has evolved from the Highways in the Sky Program begun by the former Department of Transport in 1968.

Since that time, the Ontario Government has provided funds to build runways and other necessary facilities or upgrade existing airports at Attawapiskat, Big Trout Lake, Fort Albany, Fort Hope, Fort Severn, Lansdowne House, Moosonee, Pickle Lake, Pikangikum, Round Lake, Sandy Lake and Winisk.

We are now building airstrips at Webequie and Kashechewan and I am pleased to tell you that we have made a commitment to proceed, over the next few years, with airstrips at Bearskin Lake, Deer Lake, Kasabonika Lake, Kingfisher Lake, Sachigo Lake and Wunnummin Lake.

Planning is also under way to relocate the airstrip at Fort Severn as a result of the concern of parents in the community following an aircraft accident near their school.

The airstrip program provides for year round access both for emergencies and for the delivery of food, supplies and mail, as well as facilitating the provision of public services to these communities.

I would like to take a moment here to mention costs in the North because I believe this issue ranks second to jobs as the major concern of Northerners.

I know the Commission will undertake some specific studies of food and other costs in the North. You may find quite useful the studies carried out in this area recently by the Ministry of Consumer and Commercial Relations. The Ministry plans to initiate consumer education programs and I consider this a very worthwhile investment.



Transportation is a major contributing factor in the cost of goods in this area of the North. We have appointed Paul Davoud specifically to examine air service in the North and suggest improvements which will increase efficiency and reduce costs. Mr. Davoud, who is here today, is well known in northern aviation.

For several years he flew as a commercial pilot in Northern Ontario and the Canadian Arctic and formed and operated an air transport organization for the Hudson's Bay Company.

Mr. Davoud was a former Chairman of the Air Transport Board and during the past six years, Director of Aviation Services in the Ministry of Transportation and Communications. He headed the group responsible for planning and implementing the Ontario government-sponsored norOntair system and the planning, construction and maintenance of the Provincial Remote and Municipal Airport Program.

With his background, I know Mr. Davoud will continue to make a significant contribution to aviation in the North.

#### Townsite Development Program

Since the mid 1950's the province has been assisting in the development of new townsites and in the expansion of existing ones which do not have the capacity or the resources to cope with sudden growth.



The Townsite Development Program is described in considerable detail in the appropriate background paper.

Through this program the province has been involved with 12 communities in Northern Ontario in recent years.

At the present time we have projects under way at Ear Falls, Moosonee, Moose Factory and Pickle Lake in the area under consideration by the Commission.

Because townsite development is so closely related to resource development, I look to the Hearings of the Commission for any suggestions for improvements.

#### Regional Priority Budget

The most flexible program we have is the Regional Priority Budget which is designed to assist communities and to stimulate the economy of Northern Ontario.

While the specific application of it to the area under consideration by the Commission is set out in a background paper of the same heading, I would like to draw to your attention two particular items, telecommunication service to Northwestern Ontario and the purchase of two dental coaches to visit northern communities. These demonstrate the diversity and responsiveness of this program.

The Remote Northern Ontario Telecommunications Project was initiated in 1975 to ensure that isolated communities in the North would have access to the rest of Ontario through a reliable transmission system.

Since that time, the government along with Bell Canada and the Ontario Northland Transportation Commission have provided service to 23 communities within the area of interest to this Commission.

Through this activity, which is described in greater detail in the supporting background material, we have been able to improve communications service and you will find that some remote communities, such as Sandy Lake, now have both telephone service and television reception.

Of the many priorities I have set for myself and for the Ministry in Northern Ontario, one of the most important to me is improved dental care.

I suppose the best way to illustrate the problem is to tell you that there are only two dentists in private practice north of the 50th parallel.

The two recently-purchased coaches will strengthen the existing fleet of mobile clinics operated by the Ministry of Health.

They will be staffed by dentists employed by the Ministry of Health and are part of a continuing effort by the government, the Ontario Dental Association and the dental schools of the province to bring service to the North.

Ontario Northland Transportation Commission

As I mentioned in reference to the Remote Telecommunications Project, the Ontario Northland Transportation Commission plays a key role in the North and has a substantial program in Moosonee.

The provincial government, in the mid 1920's, made a decision to extend the Ontario Northland rail line from Cochrane to Moosonee and this work was completed in 1932. The original concept was to provide Ontario with access to the northern tidewater.

In the area of concern to the Commission, Ontario Northland employs approximately 60 people with half being involved in track line maintenance. The remainder are in Moosonee in the Moosonee Lodge, shop maintenance, telecommunications, operating and express freight departments.

A combined passenger and freight train makes three round trips to Moosonee each week.

Over and above this, the Commission is operating a summer excursion train, the Polar Bear Express, which carries some 25,000 tourists yearly. This excursion started out as a once a month service in 1966 and has grown to six trips per week.

However, to expand the tourist potential of Moosonee and Moose Factory, it will be necessary to develop additional tourist attractions in the area.

In the summer of this year Ontario Northland, at the request of the Ministry of Transportation and Communications, introduced regular scheduled barge service between Moosonee and Moose Factory. This service is being operated for the Ontario Northland Transportation Commission by private enterprise.

The Ontario Northland Transportation Commission, on a contract with the Canadian Broadcasting Corporation, now provides television service via microwave to Moosonee. It operates the telephone exchange at Moosonee and is also responsible for the provision of long-distance telephone service.

The Hannah Bay Goose Camp on the Harricanna River, 40 miles east of Moosonee, is another operation of Ontario Northland which is open for six weeks of goose hunting each fall.

Tourism is becoming more important in this area and recently the Ontario Northland Transportation Commission and the government together authorized \$50,000 to upgrade the Moosonee Lodge.

#### Northern Ontario Resources Transportation Program

The Ministry is also responsible for the Northern Ontario resources transportation program which is a major contributing factor to the economy of the North.

The Northern Ontario Resources Transportation Committee, commonly known as NORT, has been active since 1954. The background material provides details of the NORT activities in the area of concern to the Commission.

The interministerial organization will fund the cost of constructing resource access roads in Northern Ontario, with industry partners on a shareable basis or completely at Ontario government expense.

These projects range from large undertakings to very small ones but regardless of their size they are important both socially and economically in the regions and localities they serve.

The lumber mill at Hudson is an example of this and illustrates a couple of basic problems in this area of the North.

My father was involved with the original mill. It was subsequently expanded and modernized by a number of owners, the most recent being Abitibi-Price. They employed between 125 and 150 workers in the bush and at the mill which produced studs for the building industry.

Last April the mill closed because the company could not afford the cost of harvesting and transporting timber which turned out to be over mature.

A few weeks ago Buchanan Brothers of Thunder Bay agreed to reopen the mill and our Ministry, through the Northern Ontario Resources Transportation Program, agreed to help build a new road through their limits. This will cut down transportation costs and provide access to more suitable logs.

Because of its great flexibility, I would ask that the Commission keep this program in mind when considering resource development in the North.

Our policy has always been to involve residents of the area in planning new resource roads. As an example, ten years ago, the Committee decided to extend the road north from Balmertown to eventually loop across to join the road being built north from Pickle Lake.



In our discussion with the Indian Bands affected, they suggested that the road would not be desirable from their point of view at this time and that it should not be continued unless it was going to provide access to a resource development project or be used for some other specific purpose.

This consultation was, to some extent, a forerunner of your Commission and directly involved the people affected.

This, sir, has been a brief overview of the programs of the Ministry of Northern Affairs and I hope it will assist you to understand our role in northern development.

I would like now to complete this submission, as I began, with a few personal comments.

Over the next three years you will hear many romantic myths about the North and you will hear many well-meant fantasies from those who have no comprehension of this vast land, nor any personal involvement in its future.

But, you will also hear from the people of the North; you will seek them out and draw them out.

You will find that they are, in most ways, no different from most Canadians.



They are, as I mentioned a number of times, concerned about the future of the North, the need to find useful work and to improve their quality of life.

They have a deep affection for the land and are sensitive to the environmental effects of development on the ecology of the North.

They are here because they believe that Northern Ontario is a beautiful land of great bounty which will provide rewarding and fulfilling life for themselves and a richer future for their children. They have pride in the North and in themselves. They welcome you with traditional northern friendliness and have high expectations for your endeavour.

And, when you have completed your Commission, sir, you will know Northern Ontario and its people as few have been privileged to do and those of us who live here will be the richer for what you have learned.

Thank you.



Background Papers

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Background Paper - 1

Transactions of Northern Affairs Offices  
1971 and 1976

The following sections list the transactions carried out by the four Northern Affairs offices in the area of interest to the Commission: Geraldton, Moosonee, Red Lake and Sioux Lookout.

The figures reported are for 1971 the first full year of operation for the Northern Affairs offices, and 1976 the last full year for which figures are available.

In addition to liaison with the ministries and government agencies listed in the following pages, Northern Affairs Officers perform a variety of other duties:

- a) provide directives to assist other agencies;
- b) co-ordinate conferences and business between the three levels of government;
- c) provide information to the local people through television and radio programs and weekly newspaper columns.

Large figures for transactions indicate any combination of:

- a) a program important to the local people;
- b) remoteness from the office of an agency;
- c) a program for which the Ministry of Northern Affairs has accepted some delivery responsibility.

Examples of programs for which Northern Affairs has some delivery responsibility throughout Northern Ontario:

- manpower and adult training
- Registrar General
- business practices
- rent review
- sports and recreation
- library services
- health insurance
- Northern Ontario Development Corporation
- employment standards
- Workmen's Compensation Board
- Ombudsman
- Ontario tax credits
- licensing and control (Ministry of Transportation and Communications)
- Unemployment Insurance Commission
- pensions and allowances

There are also some programs for which an office may have accepted a local support arrangement. An example: the Moosonee officer, from time to time, acts as the local manager for the Ontario Housing Corporation program.

# TRANSACTIONS OF NORTHERN AFFAIRS OFFICES 1971 and 1976

(12 month periods)

## GERALDTON

|  |     |     |
|--|-----|-----|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>SOCIAL DEVELOPMENT | '71 | 213 |
|  | '76 | 842 |

|   |     |     |
|---|-----|-----|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>JUSTICE | '71 | 58  |
|   | '76 | 732 |

|  |     |       |
|--|-----|-------|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>RESOURCES<br>DEVELOPMENT | '71 | 540   |
|  | '76 | 1,929 |

|                            |     |     |
|----------------------------|-----|-----|
|                            | '71 | 279 |
| OTHERS<br>(Non-Government) | '76 | 117 |

|                            |     |       |
|----------------------------|-----|-------|
| GOVERNMENT<br>OF<br>CANADA | '71 | 68    |
|                            | '76 | 1,594 |



## GERALDTON

| <u>Ministry</u>                                | <u>Program</u>             | <u>1971</u> | <u>19</u> |
|--|----------------------------|-------------|-----------|
| Agriculture and Food                           |                            | 48          | 2         |
| Attorney General                               | general                    | 33          | 2         |
|  | legal aid                  |             |           |
| Colleges and Universities                      | general                    |             |           |
|  | Manpower - Adult training  |             |           |
| Community and Social<br>Services               | general                    |             |           |
| (Social and Family<br>Services - 1971)         |                            | 68          |           |
|  | income security            |             |           |
|  | social services            |             |           |
|  | Children's Aid Society     |             |           |
| Consumer and Commercial<br>Relations           | general                    |             |           |
| (Financial and Commer-<br>cial Affairs - 1971) |                            | 14          |           |
|  | commercial standards (gen) |             |           |
|  | business practices         |             |           |
|  | technical standards        |             |           |
|  | property rights            |             |           |
|  | Registrar General          |             |           |
|  | LLBO and LCBO              | 1           |           |
|  | rent review                |             |           |
| Correctional Services                          |                            |             |           |

## Culture and Recreation

|                            |    |     |
|----------------------------|----|-----|
| general                    |    | 14  |
| community services         |    | 191 |
| sports and recreation      |    | 53  |
| provincial library service |    |     |
| citizenship                | 49 |     |

## Education

|  |    |    |
|--|----|----|
|  | 13 | 19 |
|--|----|----|

## Energy

|                                 |  |   |
|---------------------------------|--|---|
| general                         |  |   |
| Ontario Hydro                   |  | 3 |
| Hydro Electric Power Commission |  |   |

## Environment

|                                |   |   |
|--------------------------------|---|---|
| general                        | 7 | 3 |
| water management               |   | 2 |
| air and land pollution control |   | 5 |

## Government Services

|                      |  |    |
|----------------------|--|----|
| general              |  | 16 |
| publication services |  | 12 |

## Health

|                                       |    |     |
|---------------------------------------|----|-----|
| general                               | 18 | 51  |
| Health Insurance                      |    | 238 |
| (hospital and medical<br>plan - 1971) | 67 |     |
| public health                         |    | 87  |

## Housing

|                      |   |    |
|----------------------|---|----|
| general              |   | 32 |
| plans administration |   | 2  |
| OHC                  | 5 | 15 |

## Industry and Tourism

|                           |    |     |
|---------------------------|----|-----|
| general                   |    |     |
| ODC and NODC              | 30 | 23  |
| trade and industrial dev. | 4  | 4   |
| tourism                   | 58 | 283 |

|   |                               |     |
|---|-------------------------------|-----|
| Labour  | general                       | 58  |
|   | employment standards          |     |
|   | human rights                  | 7   |
|   | W.C.B.                        | 21  |
| Lieutenant Governor                             |                               | 1   |
| Premier and Cabinet                             |                               | 1   |
| Management Board of<br>Cabinet                  | general                       |     |
|   | Civil Service Commission      | 6   |
| Natural Resources<br>(Lands and Forests - 1971) | general                       | 52  |
|   | land management               |     |
|   | outdoor recreation            |     |
|   | resources products            |     |
|   | mines and northern affairs    | 193 |
|   | Ontario Water Resources Comm. | 3   |
| Ombudsman                                       |                               |     |
| Revenue   | general                       | 10  |
|   | retail sales tax              |     |
|   | Ontario tax credits           |     |
| Solicitor General                               | general                       |     |
|   | O.P.P.                        | 10  |
| Transportation and<br>Communications            | general                       | 53  |
|   | Ontario Highway Transport Bd  |     |
|   | licencing and control         |     |
|   | construction and maintenance  |     |

Treasury, Economics  
and Intergovern-  
mental Affairs

|                   |    |    |
|-------------------|----|----|
| general           | 3  | 13 |
| subsidies         |    |    |
| municipal affairs | 39 |    |
| public works      | 14 |    |

**TRANSACTIONS OF NORTHERN AFFAIRS OFFICES**  
**1971 and 1976**  
 (12 month periods)

**MOOSONEE**

|                           |     |     |
|---------------------------|-----|-----|
| PROVINCIAL<br>SECRETARIAT | '71 | 116 |
| FOR<br>SOCIAL DEVELOPMENT | '76 | 756 |

|                           |     |     |
|---------------------------|-----|-----|
| PROVINCIAL<br>SECRETARIAT | '71 | 17  |
| FOR<br>JUSTICE            | '76 | 150 |

|                                 |     |     |
|---------------------------------|-----|-----|
| PROVINCIAL<br>SECRETARIAT       | '71 | 302 |
| FOR<br>RESOURCES<br>DEVELOPMENT | '76 | 206 |

|                            |     |     |
|----------------------------|-----|-----|
|                            | '71 | 118 |
| OTHERS<br>(Non-Government) | '76 | 35  |

|                            |     |     |
|----------------------------|-----|-----|
| GOVERNMENT<br>OF<br>CANADA | '71 | 78  |
|                            | '76 | 283 |

## MOOSONEE

| <u>Ministry</u>                                | <u>Program</u>             | <u>1971</u> | <u>1976</u> |
|--|----------------------------|-------------|-------------|
| Agriculture and Food                           |                            | 8           | 1           |
| Attorney General                               | general                    | 3           | 1           |
|  | legal aid                  |             | 1           |
| Colleges and Universities                      | general                    |             | 9           |
|  | manpower - adult training  |             | 1           |
| Community and Social<br>Services               | general                    | 39          | 33          |
| (Social and Family<br>Services - 1971)         | income security            |             | 30          |
|  | social services            |             | 9           |
|  | Children's Aid Society     |             | 290         |
| Consumer and Commercial<br>Relations           | general                    |             | 3           |
| (Financial and Commer-<br>cial Affairs - 1971) |                            | 7           |             |
|  | commercial standards (gen) |             |             |
|  | business practices         |             | 5           |
|  | technical standards        |             |             |
|  | property rights            |             |             |
|  | Registrar General          |             | 13          |
|  | LLBO and LCBO              | 4           |             |
|  | rent review                |             | 16          |
| Correctional Services                          |                            | 1           | 109         |

|                        |                                 |     |     |
|------------------------|---------------------------------|-----|-----|
| Culture and Recreation | general                         |     | 42  |
|                        | community services              |     | 66  |
|                        | sports and recreation           |     | 25  |
|                        | provincial library service      |     |     |
|                        | citizenship                     | 9   |     |
| Education              |                                 | 27  | 32  |
| Energy                 | general                         |     |     |
|                        | Ontario Hydro                   |     | 4   |
|                        | Hydro Electric Power Commission |     |     |
| Environment            | general                         | 4   |     |
|                        | water management                |     |     |
|                        | (OWRC - 1971)                   | 2   |     |
|                        | air and land pollution control  |     |     |
| Government Services    | general                         |     | 8   |
|                        | publications service            |     | 1   |
| Health                 | general                         | 9   | 7   |
|                        | Health Insurance                | 31  | 46  |
|                        | (hospital and medical)          |     |     |
|                        | public health                   |     | 163 |
| Housing                | general                         |     | 4   |
|                        | plans administration            |     |     |
|                        | O.H.C.                          | 56  | 96  |
| Industry and Tourism   | general                         |     |     |
|                        | ODC and NODC                    | 13  |     |
|                        | trade and industrial dev.       | 2   |     |
|                        | tourism                         | 119 | 2   |
| Labour                 | general                         | 17  |     |
|                        | employment standards            |     | 1   |
|                        | human rights                    | 3   |     |
|                        | W.C.B.                          | 4   |     |



|   |                              |        |
|---|------------------------------|--------|
| Lieutenant Governor                                       |                              |        |
| Premier and Cabinet                                       | 1                            | 2      |
| Management Board of<br>Cabinet                            | general                      |        |
|   | Civil Service Commission     |        |
| Natural Resources<br>(Lands and Forests - 1971)           | general                      | 8 68   |
|   | land management              | 1      |
|   | outdoor recreation           | 12     |
|   | resources products           | 11     |
|   | mines and Northern Affairs   | 108 31 |
| Ombudsman   |                              |        |
| Revenue   | general                      | 18 13  |
|   | retail sales tax             | 39     |
|   | Ontario tax credit           | 129    |
| Solicitor General   | general                      |        |
|   | O.P.P.                       | 2 2    |
| Transportation and<br>Communications                      | general                      | 13 36  |
|   | ONTC                         | 5 1    |
|   | Ont. Highways Transport. Bd. |        |
|   | licencing and control        | 8      |
|   | construction and maintenance |        |
| Treasury, Economics<br>and Intergovern-<br>mental Affairs | general                      | 29     |
|   | subsidies                    |        |
|   | municipal affairs            | 10     |
|   | public works                 | 8      |

# TRANSACTIONS OF NORTHERN AFFAIRS OFFICES

## 1971 and 1976

(12 month periods)

### RED LAKE

|                           |     |       |
|---------------------------|-----|-------|
| PROVINCIAL<br>SECRETARIAT | '71 | 302   |
| FOR<br>SOCIAL DEVELOPMENT | '76 | 1,021 |

|                           |     |     |
|---------------------------|-----|-----|
| PROVINCIAL<br>SECRETARIAT | '71 | 41  |
| FOR<br>JUSTICE            | '76 | 561 |

|                                 |     |       |
|---------------------------------|-----|-------|
| PROVINCIAL<br>SECRETARIAT       | '71 | 494   |
| FOR<br>RESOURCES<br>DEVELOPMENT | '76 | 3,493 |

|                            |     |     |
|----------------------------|-----|-----|
|                            | '71 | 538 |
| OTHERS<br>(Non-Government) | '76 | 88  |

|                            |     |     |
|----------------------------|-----|-----|
| GOVERNMENT<br>OF<br>CANADA | '71 | 188 |
|                            | '76 |     |

## RED LAKE

| <u>Ministry</u>                                | <u>Program</u>             | <u>1971</u> | <u>1976</u> |
|--|----------------------------|-------------|-------------|
| Agriculture and Food                           |                            | 7           | 338         |
| Attorney General                               | general                    | 11          | 99          |
|  | legal aid                  |             | 35          |
| Colleges and Universities                      | general                    | 3           | 22          |
|  | manpower - adult training  |             | 152         |
| Community and Social<br>Services               | general                    | 87          | 5           |
| (Social and Family<br>Services - 1971)         | income security            |             | 54          |
|  | social services            |             | 33          |
|  | Children's Aid Society     |             | 21          |
| Consumer and Commercial<br>Relations           | general                    | 17          | 10          |
| (Financial and Commer-<br>cial Affairs - 1971) | commercial standards       |             | 5           |
|  | business practices         |             | 14          |
|  | technical standards        |             | 5           |
|  | property rights            |             |             |
|  | Registrar General          |             | 257         |
|  | LLBO and LCBO              | 1           | 10          |
|  | rent review                |             | 103         |
| Correctional Services                          |                            | 2           | 18          |
| Culture and Recreation                         | general                    |             | 28          |
|  | community services         |             | 5           |
|  | sports and recreation      |             | 13          |
|  | provincial library service |             | 97          |
|  | citizenship                | 59          |             |

|                      |                                |     |
|----------------------|--------------------------------|-----|
| Education            | 101                            | 2   |
| Energy               | general                        |     |
|                      | Ontario Hydro                  |     |
|                      | Hydro Electric Power Comm.     |     |
| Environment          | general                        | 4   |
|                      | water management               |     |
|                      | (Ont. Water Resources          |     |
|                      | Commission - 1971)             | 12  |
|                      | air and land pollution control | 5   |
| Government Services  | general                        |     |
|                      | publication services           |     |
| Health               | general                        | 14  |
|                      | health insurance               |     |
|                      | (hospital and medical)         | 38  |
|                      | public health                  |     |
| Housing              | general                        |     |
|                      | plans administration           |     |
|                      | O.H.C.                         | 16  |
| Industry and Tourism | general                        |     |
|                      | ODC and NODC                   | 48  |
|                      | trade and industrial dev.      | 15  |
|                      | tourism                        | 9   |
| Labour               | general                        | 106 |
|                      | employment standards           | 2   |
|                      | human rights                   | 5   |
|                      | W.C.B.                         | 23  |

|                             |                              |     |      |
|-----------------------------|------------------------------|-----|------|
| Lieutenant Governor         |                              | 6   |      |
| Premier and Cabinet         |                              |     | 8    |
| Management Board of Cabinet | general                      |     |      |
|                             | Civil Service Commission     | 3   | 3    |
| Natural Resources           |                              |     |      |
| (Lands and Forests - 1971)  | general                      | 52  | 93   |
|                             | land management              |     | 66   |
|                             | outdoor recreation           |     | 2    |
|                             | resources products           |     | 145  |
|                             | mines and northern affairs   | 184 | 49   |
| Ombudsman                   |                              |     | 29   |
| Revenue                     | general                      | 1   | 20   |
|                             | retail sales tax             |     | 45   |
|                             | Ontario tax credit           |     | 30   |
| Solicitor General           | general                      |     | 1    |
|                             | O.P.P.                       | 10  | 4    |
| Transportation and          |                              |     |      |
| Communications              | general                      | 27  | 18   |
|                             | ONTC                         | 2   |      |
|                             | Ont. Highways Transport Bd.  |     | 1    |
|                             | licencing and control        |     | 1550 |
|                             | construction and maintenance |     | 6    |
| Treasury, Economics         |                              |     |      |
| and Intergovern-            |                              |     |      |
| mental Affairs              | general                      | 1   | 20   |
|                             | subsidies                    |     | 6    |
|                             | municipal affairs            | 106 |      |
|                             | public works                 | 1   |      |

# TRANSACTIONS OF NORTHERN AFFAIRS OFFICES 1971 and 1976

(12 month periods)

## SIoux LOOKOUT

|  |     |     |
|--|-----|-----|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>SOCIAL DEVELOPMENT | '71 | 249 |
|  | '76 | 887 |

|   |     |     |
|---|-----|-----|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>JUSTICE | '71 | 71  |
|   | '76 | 733 |

|  |     |       |
|--|-----|-------|
| PROVINCIAL<br>SECRETARIAT<br>FOR<br>RESOURCES<br>DEVELOPMENT | '71 | 757   |
|  | '76 | 3,247 |

|                            |     |     |
|----------------------------|-----|-----|
| OTHERS<br>(Non-Government) | '71 | 516 |
|                            | '76 | 157 |

|                            |     |     |
|----------------------------|-----|-----|
| GOVERNMENT<br>OF<br>CANADA | '71 | 215 |
|                            | '76 |     |

4,022



## SIOUX LOOKOUT

| <u>Ministry</u>                               | <u>Program</u>            | <u>1971</u> | <u>1976</u> |
|---|---------------------------|-------------|-------------|
| Agriculture and Food                          |                           | 3           | 57          |
| Attorney General                              | general                   | 19          | 136         |
|   | legal aid                 |             | 58          |
| Colleges and Universities                     | general                   | 13          | 37          |
|   | manpower - adult training |             | 165         |
| Community and Social<br>Services              | general                   | 46          | 30          |
| Social and Family<br>Services - 1971)         | income security           |             | 11          |
|   | social services           |             | 30          |
|   | Children's Aid Society    |             | 18          |
| Consumer and Commercial<br>Relations          | general                   | 15          | 47          |
| Financial and Commer-<br>cial Affairs - 1971) | commercial standards      |             | 14          |
|   | business practices        |             | 90          |
|   | technical standards       |             | 13          |
|   | property rights           |             | 8           |
|   | Registrar General         |             | 127         |
|   | LLBO and LCBO             | 17          | 110         |
|   | rent review               |             | 51          |
| Correctional Services                         |                           | 3           | 48          |



|                        |   |    |
|------------------------|---|----|
| Culture and Recreation | general                                     |    |
|                        | community services                          |    |
|                        | sports and recreation                       |    |
|                        | provincial library service                  |    |
|                        | citizenship                                 | 41 |
| Education              |   | 59 |
| Energy                 | general                                     |    |
|                        | Ontario Hydro                               |    |
|                        | Hydro Electric Power Commission             | 1  |
| Environment            | general                                     | 1  |
|                        | water management                            |    |
|                        | (Ont. Water Resources<br>Commission - 1971) | 9  |
|                        | air and land pollution control              |    |
| Government Services    | general                                     |    |
|                        | publication service                         |    |
| Health                 | general                                     | 15 |
|                        | Health insurance                            |    |
|                        | (hospital and medical)                      | 75 |
|                        | public health                               |    |
| Housing                | general                                     |    |
|                        | plans administration                        |    |
|                        | O.H.C.                                      | 9  |
| Industry and Tourism   | general                                     |    |
|                        | ODC and NODC                                | 43 |
|                        | trade and industrial dev.                   | 13 |
|                        | tourism                                     | 15 |

|                            |                              |     |      |
|----------------------------|------------------------------|-----|------|
| Labour                     | general                      | 100 | 142  |
|                            | employment standards         |     | 284  |
|                            | human rights                 | 1   | 15   |
|                            | W.C.B.                       | 29  | 86   |
| Lieutenant Governor        |                              |     |      |
| Premier and Cabinet        |                              |     |      |
| Management Board of        | general                      |     |      |
| Cabinet                    | Civil Service Commission     | 2   | 9    |
| Natural Resources          |                              |     |      |
| (Lands and Forests - 1971) | general                      | 95  | 108  |
|                            | land management              |     | 81   |
|                            | outdoor recreation           |     | 20   |
|                            | resources products           |     | 50   |
|                            | mines and Northern affairs   | 291 | 112  |
| Ombudsman                  |                              |     | 36   |
| Revenue                    | general                      | 19  | 102  |
|                            | retail sales tax             |     | 73   |
|                            | Ontario tax credit           |     | 25   |
| Solicitor General          | general                      |     | 4    |
|                            | O.P.P.                       | 17  | 24   |
| Transportation and         | general                      | 151 | 407  |
| Communications             | ONTC                         |     |      |
|                            | Ont. Highways Transport Bd.  |     | 10   |
|                            | licencing and control        |     | 1751 |
|                            | construction and maintenance |     | 20   |
| Treasury, Economics        | general                      | 3   | 28   |
| and Intergovern-           | subsidies                    |     |      |
| mental Affairs             | municipal affairs            | 79  |      |
|                            | public works                 | 11  |      |

## Background Paper - 2

### Isolated Communities Assistance Fund

The Isolated Communities Assistance Fund (ICAF) was established in November 1976 to meet the basic servicing needs of unorganized communities of less than 1,000 people in Northern Ontario.

Fire protection and water supply are generally the most serious problems that face these communities. The immense size of this area of the province and the relatively sparse population place many of these communities at great distances from other municipalities.

Unorganized communities have no local government structure and hence are unable to afford the cost of basic services.

Originally administered by the Ministry of Natural Resources, responsibility for the program shifted to the Ministry of Northern Affairs with the establishment of the new Ministry.

In 1976-77, the budget was set at \$250,000 and for 1977-78 it is \$500,000. Under the present criteria (now under review) established communities, to be eligible, should be more than 15 miles distant from an organized community except where access is extremely difficult and in cases of providing emergency services.

It is felt that communities of more than 1,000 population can provide the funds necessary for such vital services.

It was determined in 1976 that about seven per cent of the people in Northern Ontario were living in unincorporated areas. A large number of these communities came into existence because of resource development or railroad services.

The Isolated Communities Assistance Fund is employed in instances where other forms of federal or provincial government assistance is not available.

Communities who wish to be considered must demonstrate community involvement and interest either in raising some funds towards a particular project, or in providing manpower towards the installation of facilities or services.

Close liaison is maintained with the Ontario Fire Marshal's office in responding to the needs of unorganized communities for fire protection.

Assistance to establish a water supply has been mainly in drilling wells where the existing water supply has been depleted or in emergency situations where the water supply system has broken down posing a threat to health.

The Unorganized Communities Associations of Northern Ontario (UCANO) in both Northeastern and Northwestern Ontario now serve as advisors and last year were given \$66,000 to purchase and sell, on a subsidized basis, smoke detectors to the residents of unorganized communities. This program was established because of the importance of early warning to residents in case of fire.

The Ministry of Northern Affairs is presently undertaking a review of the Isolated Communities Assistance Fund as a prelude to improving service to these communities.

The appended list indicates the money expended during the last fiscal year from this Fund. (see following page)

Interest is still at a high level and applications are being received and processed as quickly as possible. A number have been approved in principle and await inspections from either the Fire Marshal's Office or the Ministry of the Environment.

| <u>\$</u><br><u>AMOUNT</u> | <u>PAID TO</u>  | <u>FOR</u>   |
|----------------------------|---|--|
| 5,285.                     | Armstrong Development Corporation                                 | Water Supply   |
| 4,000.                     | Madsen Community Association Incorporated                         | Fire Truck   |
| 1,500.                     | Hudson Chamber of Commerce  | Enlarging tank and<br>purchase sirens                              |
| 22,340.                    | Lavigne Volunteer Fire Department                                 | Upgrading equipment  |
| 15,000.                    | Hurkett Volunteer Fire Department                                 | Materials for firehall   |
| 11,335.                    | Nestor Falls Volunteer Fire Department                            | Fire equipment and<br>facilities                                   |
| 5,210.                     | Montreal River Volunteer Fire Brigade                             | Firefighting equipment   |
| 15,000.                    | Wabigoon Volunteer Fire Department                                | Equipment and firehall   |
| 15,000.                    | Argyle Fire Department  | Purchase truck and<br>complete firehall                            |
| 10,700.                    | Cartier Volunteer Fire Department                                 | Pump and truck body  |
| 1,200.                     | Jellicoe Volunteer Fire Department                                | Materials to finish<br>firehall                                    |
| 1,650.                     | Gowganda Voluntary Fire Department                                | Additional equipment   |
| 5,000.                     | Searchmont and Area Fire Department                               | Firefighting equipment   |
| 5,055.                     | Oba Fire Department   | Tank trailer and<br>equipment                                      |
| 5,000.                     | Arnstein Volunteer Fire Brigade                                   | Firehall and additional<br>equipment                               |
| 2,900.                     | Gogama Citizens and Recreation<br>Association                     | Study re Water<br>Pollution  |
| 3,500.                     | Foleyet Citizens Committee  | Study re Water Supply<br>Problems                                  |
| 7,411.                     | Foleyet Volunteer Fire Fighters<br>Association                    | Purchase and install<br>pump on truck plus<br>additional equipment |
| 3,000.                     | Unorganized Communities Association<br>of Northern Ontario - West | Purchase of smoke<br>detectors for resale                          |
| 3,000.                     | Unorganized Communities Association<br>of Northern Ontario - East | Purchase of smoke<br>detectors for resale                          |
| 3,086.                     | GRAND TOTAL   |  |



## Background Paper - 3

### Remote Airport Construction Program

This program began in 1968 as the Airport Development Program under the Department of Transport. With the amalgamation of the Department of Transport and the Department of Highways in 1971, the program became a Ministry of Transportation and Communications responsibility.

Since its formation, the Ministry of Northern Affairs finances remote airports capital costs while the maintenance costs are still funded primarily by the Ministry of Transportation and Communications out of their Remote Airport Maintenance Budget.

The airport construction program is intended to ensure year round access to remote areas of the province. As well as providing jobs in the area, this program was initiated with the following objectives:

- 1) providing year round access, thereby eliminating severe isolation during freeze-up and break-up periods;
- 2) reducing the cost of supplying food and other basic commodities to these communities;
- 3) improving delivery of mail, materials, fuel products as well as medical, dental and social services;
- 4) improving mobility for the residents, which has beneficial impacts on the business and cultural aspects of their lives.



## Procedure

Aviation Services of the Ministry of Transportation and Communications receives requests from communities and individual Band Councils for airport development and meets with them to explain land requirements and the Ministry's method of construction and maintenance.

After site evaluation reports are obtained from the regional photogrammetrist at Thunder Bay, Aviation Services representatives meet with the Band Council to obtain their approval of the preferred site.

A Band Council Resolution confirms the willingness of the Band to designate the site for airport use and their wish to have the airport constructed and maintained by the Ministry.

Once the Department of Indian Affairs and Northern Development has approved the Band Council Resolution, Aviation Services has the terms of a proposed agreement with the Department of Indian Affairs and Northern Development drawn up.

Aviation Services prepares a preliminary airport layout plan, and the Northwestern Region undertakes pre-engineering surveys on the site, develops a design, produces quantity estimates and is responsible for programming the work.

## Other Background Information

### Airstrips

All airstrips are at least 3500 x 100 feet. Some strips may be extended up to 5000 feet in length to accommodate the larger planes (i.e. Hercules) that carry construction equipment.

### Air Carrier Operations

Private airline companies tender to either the Federal Department of Indian Affairs and Northern Development or the Hudson's Bay Company for the major contracts.

The airlines are licensed by the federal government as Class 3 or 4 (with the exception of Austin Airlines which is Class 2). A Class 3 licence does not commit the airline to a fixed schedule. The airline does not have to meet the schedule regularly; it is free to cancel should insufficient load or poor weather justify changes. Class 4 licences cover charter operations.

### Major Airlines Servicing Remote Communities

|                      |                                 |
|----------------------|---------------------------------|
| Ontario Central      | Operating out of Sioux Lookout  |
| Slate Falls Airlines | Operating out of Sioux Lookout  |
| Patricia Airways     | Operating out of Sioux Lookout  |
| Bearskin Air Service | Operating out of Big Trout Lake |
| Tomahawk Air Service | Operating out of Sandy Lake     |
| Green Airways        | Operating out of Red Lake       |
| Austin Airways       | Operating out of Moosonee       |

### Financing

The Ministry of Northern Affairs supplies the capital funds out of the Regional Priority Budget and the Remote Airport Construction Program for a total estimated investment in 1977-78 of \$2.8 million.

### Locations Now Operating

|                 |                       |
|-----------------|-----------------------|
| Attawapiskat    | Moosonee              |
| Big Trout Lake  | Pickle Lake           |
| Fort Albany     | Pikangikum            |
| Fort Hope       | Weagamow (Round) Lake |
| Fort Severn     | Sandy Lake            |
| Lansdowne House | Winisk                |

Under Construction

Kashechewan

Webequie

Future Commitments

Bearskin Lake

Kingfisher Lake

Deer Lake

Sachigo Lake

Kasabonika Lake

Wunnummin Lake

Requested and Under Review

Angling Lake

North Spirit Lake

Cat Lake

Ogoki

Lac La Croix

Poplar Hill

Lac Seul

Summer Beaver

Muskrat Dam

Federal Involvement

The federal government has limited funds available for airport construction in Northern Ontario. In the development stage the federal government is responsible for licensing the airports and approving the locations. They are also developing a system of airways which will permit year round access under instrument flight rules.

On Site Facilities

Included in the capital project are non-directional beacons, which work like radio transmitters with frequency and code ranges between 50-75 miles, operations buildings where sleeping quarters for staff and an office for the director are located, an equipment garage and passenger shelter.

## Background Paper - 4

### Townsite Development Program

The Townsite Development Program began in the mid 1950's primarily to provide accommodation for the population generated by new mining and forest products industries. A particular community unable to keep pace with its rapid economic expansion would require the government's assistance to meet the new and increasing demands.

The program was originally handled by the Subcommittee on Townsites which reported directly to the Cabinet Committee on Townsites. This committee planned overall policy but the detailed planning, construction and administration were carried out by the Community Planning Branch of the Department of Municipal Affairs. Since 1972, the Ministry of Treasury, Economics and Intergovernmental Affairs, through the Townsite Development Group, carried on these responsibilities.

With the formation of the Ministry of Northern Affairs, the responsibilities of townsite planning, construction and administration were transferred to the new Ministry. The townsite development funds of \$1.7 million for 1977-78 became part of the budget of the Ministry of Northern Affairs.

In Northern Ontario, at least 12 communities have been helped over the past 20 years, with a varying degree of government assistance. In some instances the extent of the involvement was limited to recommendations on the appropriate basis for community expansion.

In others, however, the province was involved in all aspects of community development. The degree of provincial involvement varies for every situation depending on a number of factors, including the industry instigating the growth, its involvement in the community and the existence or non-existence of municipal organization.

Ear Falls, Matachewan, Moosonee, Moose Factory and Pickle Lake are currently being assisted north of the 50th parallel.

The assistance to Ear Falls first began in 1966. The Selco Mine developed near the community and required facilities for its growing number of employees. The planned population growth was 2,500 within five years and 4,000 ultimately.

A development plan was drawn up by the province, through the Design Section of the Department of Municipal Affairs. It permitted initially the establishment of 165 houses plus 80 mobile homes on fully serviced land.

The provincial townsite group prepared the site plan design, the road plans, the detailed design of draft plans for residential and commercial subdivisions, the lay-out of the mobile home park and supervised the sewage treatment plant construction.

Development costs were covered by the province and all land for development was owned by the Crown. The province administered the sale of lots once they were serviced.



In 1970, the Corporation of the Improvement District of Ear Falls came into existence with the Townsite Group continuing the role of local planning and engineering.

Ear Falls no longer requires active government involvement. However, the townsite budget still funds the costs of operating the sewage treatment and water treatment plants.

Moosonee is another community in which there is involvement. Services were installed and the Moosonee Development Area Board was established. The townsite budget financed these services through a number of years, and the townsite group served as technical advisors.

The townsite group began by establishing the Moosonee Zoning By-law and several subdivision plans. They initiated, co-ordinated and financed specific projects such as the new bridge over Store Creek and the shoreline stabilization. In 1976, the Moosonee Development Area Board accepted the transfer of the abandoned military base and with it became responsible for the disposition of the base land and the buildings. The townsite group provided assistance by designing the subdivision plan and preparing the necessary zoning amendments.

From 1965 to this date, services such as roads, water and sewers were provided in different stages.

The townsite budget also provides funds for operating costs of the water works plant and the sewage treatment plant.

In 1975 the province became involved in assisting the Anglican Church, the Hudson's Bay Company and the citizens of Moose Factory in the establishment of surveys and plans to facilitate the transfer of lots to community residents.

The Townsite Development Group was the applicant and technical advisor for the subdivision and the required related works. The group gathered all the necessary data to establish the existing ownership and prepared several plans including the Draft Plan of Subdivision.

Further government spending is conditional upon incorporation of Moose Factory with the Moosonee Development Area Board. This incorporation is desirable to take advantage of the administration mechanism existing in Moosonee. Further implementation of this subdivision such as road construction and water main extension will take place after incorporation.

In May 1975, Cabinet agreed to participate in the development of Pickle Lake. Union Minière Explorations and Mining Corporation Ltd. were developing a base metal mine in the area and required facilities for its employees and its operation.

Recommendations were made based on planning studies conducted by provincial government staff and by consultants hired by Union Minière Explorations and Mining Corporation Ltd. The recommendations dealt specifically with the establishment of local government in the area, the provision of housing and community services, land assembly and the construction of a sewage disposal and water supply system.



Cabinet agreed that an Improvement District should be established. The study team presented a development plan to the local residents at a public meeting in November 1975. The Improvement District was established in July 1976 by the Ministry of Treasury, Economics and Intergovernmental Affairs. The new District contained an area of about 150 square miles and included Pickle Lake, Central Patricia, Pickle Crow and the Union Minière Explorations and Mining Corporation Ltd. mine.

The Ministry of Natural Resources initially controlled the development by means of an order pursuant to Section 17 of The Public Lands' Act. Currently the planning controls are administered by the Board of Trustees through the adoption of a zoning by-law. The Community Planning Advisory Branch of the Ministry of Housing has also drafted a proposed by-law reflecting the community plan.

The Ministry of Northern Affairs is now working jointly with the Union Minière Explorations and Mining Corporation Ltd. in the townsite development of Pickle Lake. It is also assisting the co-ordination of other ministerial activities involved in the project, including the Ministries of the Environment, Health, Education, Colleges and Universities, Housing and Government Services.

Other local projects include the construction of a health centre, the establishment of a new school, the development of a housing project and of municipal services.

The Ministry of Education plans to establish a new school for grades one to ten but, because of slow growth, construction has been deferred until 1980.

The housing component was undertaken by the Union Minière Explorations and Mining Corporation Ltd. for its employees on land acquired in Pickle Lake. The Ministry of Housing was asked to develop a similar program taking into consideration the specific housing needs of the native people living in Central Patricia.

The Ministries of Housing and Environment are now studying various options for the supply of water for Central Patricia.

An agreement was signed early this year between the government and the Union Minière Explorations and Mining Corporation Ltd. to share on a 50-50 basis in the cost of servicing the community but excluding those costs associated with the Union Minière Explorations and Mining Corporation Ltd. housing area.

## Background Paper - 5

### Regional Priority Budget

As an outgrowth of the Design for Development statements of 1966, subsequent activities leading to the preparation of regional strategies demonstrated that budgeting on a provincial priority basis or a sectoral basis is often not fully responsive to regional needs.

Partly for this reason, Cabinet established the Regional Priority Budget in 1973 as a more flexible and direct means of dealing with regional concerns.

The Regional Priority Budget provides supplementary financing for the undertaking of projects of regional significance which cannot be accommodated in regular government programs.

The Regional Priority Budget provides the Ministry of Northern Affairs with the financial capacity to take advantage of economic opportunities in the North with the aim of creating employment opportunities.

When the Ministry of Northern Affairs was established earlier this year the Regional Priority Budget applicable to Northern Ontario was transferred to the new Ministry from the Ministry of Treasury, Economics and Intergovernmental Affairs.

The Regional Priority Budget exists to assist communities in Northern Ontario because the great distances and relatively small population, coupled with the economic dependence on resource extraction, create a continual need to extend and improve land and air transportation systems for social and economic reasons.

This budget is also intended to assist northern communities in developing long range economic strength and stability.

Certain communities are financially unable, either independently or through existing assistance programs, to provide normal hard municipal services to accommodate population influxes resulting from local or area economic development, or to accommodate potential industrial or commercial developments.

Since its inception, the Regional Priority Program has funded a number of projects within the area of study of the Commission involving a total commitment of \$45,951,000 as set out on the following pages.

## Projects North of the 50th Parallel

| <u>Project</u>  | <u>Year Initiated</u> | <u>Cost</u> |
|---|-----------------------|-------------|
| - Assistance to commercial<br>fishermen in remote areas                                       | 1973-74               | 37,000      |
| - Books by mail service   | 1974-75               | 5,000       |
| - Trappers assistance program   | 1974-75               | 22,000      |
| - Highway 599 from Savant<br>Lake to Pickle Lake  | 1973-74               | 10,910,000* |
| - Marchington Lake Road from<br>Sioux Lookout to Highway 599                                  | 1974-75               | 7,590,000*  |
| - Extension of policing<br>services to remote areas   | 1974-75               | 706,000     |
| - Life skills and homemaker<br>courses  | 1974-75               | 222,000*    |
| - Hostel accommodation -<br>Red Lake  | 1975-76               | 45,000      |
| - Attawapiskat sewer to<br>hospital   | 1975-76               | 287,000     |
| - Telecommunications in remote<br>Northern Ontario  | 1975-76               | 8,411,000   |
| - Nakina-construction of sewage<br>treatment facility, trunk<br>water and sewage lines, wells | 1976-77               | 3,100,000*  |
| - Ear Falls water and sewage<br>system expansions   | 1975-76               | 3,300,000   |

|  |         |           |
|--|---------|-----------|
| - Red Lake water and sewage system expansions  | 1975-76 | 1,600,000 |
| - Starratt - Olsen power supply  | 1976-77 | 10,000    |
| - Highway 584 from Geraldton to Nakina (cost applies to part of road north of the 50th parallel)                         | 1977-78 | 1,500,000 |
| - Survey of lignite deposits in the James Bay Lowlands   | 1977-78 | 500,000   |
| - Forest inventories and preparation of land use plans for Patricia area of Kenora District                              | 1977-78 | 5,466,000 |
| - Geological survey (cost applies to the part of the program north of the 50th parallel)                                 | 1977-78 | 450,000   |
| - Northern communities electrification (Armstrong is presently the only community being serviced north of 50th parallel) | 1977-78 | 510,000   |
| - Airport upgrading and construction - Bearskin Lake and Fort Severn   | 1977-78 | 1,200,000 |

|                                  |         |        |
|----------------------------------|---------|--------|
| - McKenzie Island - water supply | 1977-78 | 80,000 |
|----------------------------------|---------|--------|

|       |                   |
|-------|-------------------|
| TOTAL | <u>45,951,000</u> |
|-------|-------------------|

\*Indicates projects jointly funded by Ontario and Canada under subsidiary agreements to the General Development Agreement as administered by the Department of Regional Economic Expansion.



## Background Paper - 6

### Remote Northern Ontario Telecommunications Project

The project was announced in the Throne Speech on March 5, 1974. It was agreed that the Government of Ontario and Bell Canada would share in the capital construction of a reliable telecommunications service in remote Northern Ontario.

### Location

The remote North generally embraces the area of study of the Commission.

### Telecommunications in the Remote North prior to Commencement of the Project

Ten remote communities with a population range of 25 to 50 people had no communications of any kind with the outside world. Seventeen had access to one or more private high-frequency radio links within the northern community. Nine settlements had local telephone services. None of the remote communities had access to radio or television broadcast services, either national or local.

Many could not receive Canadian originated broadcast material of any kind.

In 1972 the Native Friendship Network, WaWaTa, was organized as a pilot project through funding by the Canadian and Ontario governments to establish an inter-community high-frequency radio network. The scheme took hold, providing the first native controlled and operated communications service among the villages of the heartland. A second community group, Ayamourin, operated a frequency-modulation broadcasting station, CFTL-FM in Big Trout Lake.

In general, long distance telephone service in the North is the responsibility of either Bell Canada or the Ontario Northland Transportation Commission. In the spring of 1974, ground stations of Telesat Corporation's ANIK satellite came into operation:

- The ONTC installed an ANIK thin-route satellite ground station at Winisk that provided the Bell Canada dial telephone exchange with a long distance telephone connection of today's standard, and the Winisk airport with a modern telephone service.
- Big Trout Lake was provided with the same service as Winisk through satellite ground station installed and operated by Bell Canada.
- In the spring of 1975, a third group station was commissioned at Fort Severn with a dial telephone exchange.
- In the fall of 1975, Sandy Lake was provided with a temporary satellite ground station.

Both Big Trout Lake and Sandy Lake will be connected to the microwave service as part of the Remote North Telecommunications Project.

Basic objectives of initiating the program were:

1. To improve basic communications to communities in the remote North.
2. To connect the communities to the Southern Ontario long distance telephone facilities.
3. To use proven technology derived from the best economic mix of microwave and ANIK satellite facilities.
4. To design initial facilities to permit ease of future expansion to accommodate transmission of all other communication modes.

### Basic Criteria for Service Levels

The system must:

1. be reliable on a 24-hour, 365-day a year basis;
2. provide basic telephone communications;
3. have ample capacity to include basic communication needs e.g. teletype for weather and aircraft spotting;
4. have ample flexibility to add on radio and television broadcasting transmission in the long run when desired and/or funded;
5. enable intercommunity communication as well as North-South communications.

### Settlements Involved in the Project

The 26 settlements involved are Angling Lake, Attawapiskat, Bearskin Lake, Big Trout Lake, Cat Lake, Deer Lake, Fort Albany, Fort Hope, Fort Severn, Kashechewan, Kasabonika, Kingfisher Lake, Lansdowne House, McDowell, Muskrat Dam, North Spirit Lake, Ogoki, Pikangikum, Poplar Hill, Sachigo Lake, Sandy Lake, State Falls, Weagamow, Webequie, Winisk and Wunnummin Lake.

### Scheduling of the Project

- A. Northwest: all territory except the west James Bay Coast. Public Carrier: Bell Canada
- Phase I got underway during the fiscal year 1975-76. The objective was to provide standard long distance telephone service by year-end 1976 to Pikangikum, Poplar Hill, Deer Lake, North Spirit Lake, McDowell Lake and Sandy Lake by microwave service extending from Red Lake.
- In addition, Telesat ANIK service was to be provided to Kasabonika, Lansdowne and Fort Hope.

Phase II got underway in 1977. Its objective is to provide standard long distance telephone service by year-end 1977 to Kingfisher Lake, Wunnummin Lake, Bearskin Lake, Angling Lake and Big Trout Lake by microwáve transmission from Pickle Lake. In addition, Telesat ANIK service is proposed to Slate Falls, Muskrat Dam, Sachigo Lake, Ogoki, Webequie and Weagamow.

- B. Northeast: the west James Bay Coast  
Public Carrier: ONTC

In 1977 the northeast project got underway. Its objective is to provide standard long distance service by mid-1978 to Fort Albany, Kashechewan and Attawapiskat by microwave transmission from Moosonee.

#### Funding

- A. Northwest: The capital cost is being divided equally between Ontario and Bell Canada by formal agreement established between the Ministry of Transportation and Communications and Bell Canada, June 25, 1975. Estimated total cost of the northwestern portion is \$18.0 million. The Ontario share of the capital cost of this portion is being paid by the Ministry of Northern Affairs from the Regional Priority Budget.
- B. Northeast: Capital cost is estimated at \$3.5 million, to be paid entirely by the Ministry of Transportation and Communications.

## Background Paper - 7

### Northern Ontario Resources Transportation Program

The Northern Ontario Resources Transportation Committee has been active since 1954 when an interministerial organization was set up to fund, with industry partners on a shareable basis or completely at Ontario government expense, the cost of constructing resource access roads in Northern Ontario. At that time the Committee was called the Mining Access Roads Committee.

Under the Committee's present terms of reference all modes of transportation, such as resource access roads construction and construction of the Keewatin boat transporter may be funded under its direct or indirect programs.

In December of 1959 an agreement known as the Federal Roads to Resources Agreement, between the federal government and the Ontario government provided for sharing the costs of road construction in Northern Ontario, and, if a third party was involved, the costs would be shared equally between the three parties. Shared-costs roads include the road that commences at Pickle Lake and extends northerly and northwesterly from that locality and the road that extends from Thunder Bay toward Armstrong. The first road was to be shared equally by the two levels of government and the latter road by the two levels of government and the Abitibi Pulp and Paper Company.



In 1967 the federal government, opted out of the agreement, but regardless of this the provincial government with the NORT Committee and Regional Priority Budget funds has carried on to this date with the construction and reconstruction of resource access roads in Northern Ontario.

Initially the Pickle Lake road was to be constructed northwesterly to Lingman Lake which is close to the Manitoba border but that idea was abandoned in favour of a circle route that would eventually link Pickle Lake with the Red Lake - Balmertown area. To facilitate this, construction of a road northerly from the Red Lake - Balmertown area was started in 1967. This road which now extends northerly to within 10 miles of the Berens River, a distance of 58 miles, was intended to connect with the Pickle Lake road which has been constructed for 133 miles.

Construction of these two roads was discontinued after the 1973 construction year because of objections by Indian Bands in the area who did not want their isolated communities accessed by an all-weather road. They also voiced the opinion that the road should be built only if it was to access some known and proven resource development in Northwestern Ontario.

For the last three winters the NORT Committee has funded the construction of a winter road into Weagamow (Round) Lake Indian Reserve, a distance of approximately 35 miles from the end of the Pickle Lake Road. This permits the hauling of fuel, hardware, building materials and supplies directly into that community for a period of 50 to 60 days each winter, thereby materially reducing the cost of the delivered freight. This project will be repeated for the last time this winter, after which it is intended that a newly-formed Windigo Lake Transportation Corporation will haul freight and supplies to Weagamow (Round) Lake, Muskrat Dam, Bearskin Rapids and Sachigo Lake Indian Reserves by tractor train from a marshalling yard and warehouse to be established on the north shore of Windigo Lake.

The Committee has also provided funds for the winter road project administered by and freighted on each winter by the Atik Corporation at Moosonee. This road is constructed along the shores of James Bay from Moosonee via Fort Albany to Attawapiskat a distance of approximately 165 miles.

Another NORT project in the same area has been the all-weather road commencing at Moosonee and running southwesterly for 12 miles to the Kwataboahegan River.



Funds have also been provided for the construction of snowmobile trails in Northern Ontario that connect these Indian communities:

1. Weagamow (Round) Lake with Muskrat Dam and Bearskin Rapids
2. Deer Lake with Poplar Hill and Pikangikum
3. Deer Lake with Sandy Lake and North Spirit Lake
4. Ogoki (on the Albany River) with the Anaconda Iron Ore Mine Road, north of Nakina Ontario.

Insofar as the Thunder Bay - Armstrong road is concerned the first 74 miles were constructed with funds supplied by the Ontario government, the Federal government and Abitibi Pulp and Paper Company Limited. The remainder of the road has been realigned and reconstructed with NORT Committee funds only. The whole road now provides good access between Thunder Bay and Armstrong.

At the 74 mile point of the Thunder Bay - Armstrong road, the Garden Lakes road has been constructed in a northwesterly direction for approximately 38 miles. This road, funded by the NORT Committee and Abitibi, has been constructed in response to pulpwood and sawlog requirements for mills at Thunder Bay. An extension of this road may eventually connect with Great Lakes Paper's road network to provide more direct access between Savant Lake and Thunder Bay.

In the Sioux Lookout area the main roads that have been constructed or are in the process of being constructed are:

1. Sioux Lookout - Valora Road

When a large base-metal ore-body in the Sturgeon Lake area was found the need to provide access to what eventually became the Mattabi Mine was required. At that time Secondary Highway 642 that commences at Sioux Lookout and extends to Alcona for a distance of 12 miles, was in existence. A forest access road has also been constructed to Zarn on the Canadian National Railroad line, a further seven and one-half miles. From this point, commencing in 1970 the road was extended by the Department of Lands and Forests with funds provided by the NORT Committee to connect with Secondary Highway 599 at a point northerly from Valora. The total length of the road was approximately 49 miles from Sioux Lookout and completed in 1973. Extension of the Sioux Lookout - Valora road for a further 12 miles northeasterly and beyond Highway 599 to connect the mine site was subsidized by the Committee for construction and road paving costs.

2. Airport Road

When runways of the Sioux Lookout airport were being lengthened it became necessary to realign and reconstruct the airport road that connects with Secondary Highway 642. The Department of Lands and Forests undertook this project with funds supplied by the NORT Committee.

3. Due north from the community of Hudson, is a portion of Lac Seul Indian Reserve that is surrounded on three sides by Lac Seul waters and known as Frenchman's Head. Children of Indian families located there are to be bussed by road to school facilities at Hudson by September of 1978. This entails the establishment of a public railway crossing of CNR tracks and construction of five miles of all-weather road next summer with funds provided by the NORT Committee and the Federal Department of Indian Affairs and Northern Development. Field staff of the Ministry of Natural Resources have commenced right-of-way clearing for this road project.

4. Marchington Lake Road - Sioux Lookout to Secondary Highway 599  
In 1974 the Great Lakes Paper Company announced an expansion of their paper mill and facilities at Thunder Bay. This involved an expansion of their woods operations and a road network that would permit additional supplies of pulpwood from their licensed area. In order that woods employees be provided with commuting facilities to an established urban centre the need to provide an all-weather road to Sioux Lookout from the Company's woods operations in the vicinity of Savant Lake, located at the junction of the CNR and Secondary Highway 599, was required.

An agreement between the NORT Committee and the Company resulted in an arrangement to upgrade the Ministry of Natural Resources forest access road and to extend it to connect with Highway 599 at a point six miles north of Savant Lake. The connection with Highway 599 was completed in the fiscal year 1976-77. Additional contracts for upgrading the forest access road and paving the completed road for a total length of 68 miles will provide a first-class secondary highway for the intended purpose.

Another project in Northwestern Ontario involving the NORT Committee was the construction of the South Bay Mines (Selco) Road. This road provided access to their property near Uchi Lake which is approximately 45 miles northeasterly from Ear Falls located on Highway 105. With the exception of two and one half miles of road into the mine site this multi-purpose road was almost completely funded by the Committee.

The Umex Mine Road, a more recent construction, is about nine miles in length and connects the Umex Mine with the Pickle Lake Road at a point approximately three miles north of Pickle Lake. The Committee contributed to construction of this facility at a specified rate of subsidy per mile. The road was completed in 1975 and is now used extensively for the hauling of mine concentrate to Ignace on Highway 17 and the main line of the CNR.

At one time the NORT Committee's prime responsibility was to provide for mine access but more recently the emphasis has changed to provide or improve access in the interest of extracting forest products.

In addition to numerous roads already mentioned the NORT Committee has been assisting in the construction of high-priority roads that relate to roads programmed for construction by the Ministry of Natural Resources. Briefly these are as follows:

- a) The Trout Bay (Suffle Lake) Road in the Red Lake - Balmertown area - 12 miles.
- b) Pikitigushi and Wabinosh Roads in the Armstrong area. These two roads are intended to provide access in the Armstrong Forest Management Unit and thereby provide additional employment in this area.
- c) The Stanzhikmi Lake Road easterly of Sioux Lookout, being constructed in Forest Management Unit for the purpose of providing an immediate supply of forest products required for the reopening of the Hudson sawmill located at that point.

Many other roads projects have been funded or assisted with funds by the NORT Committee and with funds more recently provided by the Regional Priority Budget. These projects have ranged from large undertakings to very small or seemingly insignificant projects over the last 23 years, but regardless of their size they are very important both socially and economically in the regions and localities that they serve.

In general these undertakings have greatly increased employment for Northern Ontario residents and materially added to the productivity of the province through the production of pulp and paper, lumber, minerals and other secondary products.



NORT Statement 1976-77

| <u>Direct Program</u>                  | <u>Approved</u> | <u>Spent</u> |
|--|-----------------|--------------|
| Armstrong Road - southerly for 5 miles | \$827,000       | \$824,303.49 |
| Marchington Road                       |                 |              |
| (a) Mile 20 to Mile 35                 | 1,193,000       | 1,193,831.02 |
| (b) Carryover-9.5 to Mile 15.0         | 10,000          | 9,987.00     |
| (c) Mile 48.0 to 49.4                  | 150,000         | 149,948.17   |
| (d) Engineering costs                  |                 | 71,833.35    |
| Trout Bay                              | 251,000         | 249,629.62   |
| Turtle River Bridge                    | 178,000         | 188,313.51 * |
| Caithness                              | 310,000         | 275,545.00   |
| Manitou Road                           |                 |              |
| (a) Mile 66 to 73.5                    | 550,000         | 538,624.75   |
| (b) Grading (Gold Rock Ptge)           | 20,000          | 19,987.00    |
| Garden Lake Road - Carry over          | 15,000          | 208.01       |
| Windigo Transportation Proposal        | 25,000          | Nil          |
| Pagwa Road                             | 5,000           | 5,000        |
| Pikitigushi Road                       | 75,000          | 73,000       |
| Minaki-Whitedog Clearing               | 13,000          | 13,824.15    |
| Dead Horse Creek Road                  | 15,000          | 15,000       |



## Winter Roads

|  |        |           |
|--|--------|-----------|
| (a) Weagamow (Round) Lake                    | 63,500 | 60,352.15 |
| (carry over on contract for 1977-78) (6,700) |        |           |
| (b) Snowmobile Trails                        |        |           |
| (i) Ogoki-Nakina                             | 8,000  | 8,000     |
| (ii) Dear Lake Pop Hill - Pik                | 5,000  | 5,000     |
| (iii) North Side - Sandy Lake                | 3,000  | 3,000     |
| (iv) North Side - Deer Lake                  | 2,000  | 2,000     |

## Maintenance

|                             |        |            |
|-----------------------------|--------|------------|
| (a) Pickle Lake - Northerly | 25,000 | 19,109.50  |
| (b) Balmertown - Northerly  | 17,000 | 15,159.99  |
| (c) Moosonee - Southerly    | 30,000 | 29,734.91  |
| (d) Marchington Road (new)  | 15,000 | 5,326.21 * |

## TOTAL DIRECT

---

\$3,777,517.84
Indirect Program

|                           |         |            |
|---------------------------|---------|------------|
| (a) Abino Gold Mines      | 18,060  | 18,060     |
| (b) Garden Lake Road      | 123,000 | 122,284.04 |
| (c) Graham Road Extension | 1,000   | 1,000      |
| (d) Domtar - Sapawe Road  | 10,000  | 10,000     |
| (e) Cochrane Enterprises  | 34,000  | Nil        |
| (f) Mattabi Mines         | 5,894   | 5,894      |

## TOTAL INDIRECT

\$157,238.04

## TOTAL BUDGET

\$3,920,500.00

## TOTAL DIRECT AND INDIRECT PROGRAMS

\$3,934,755.88

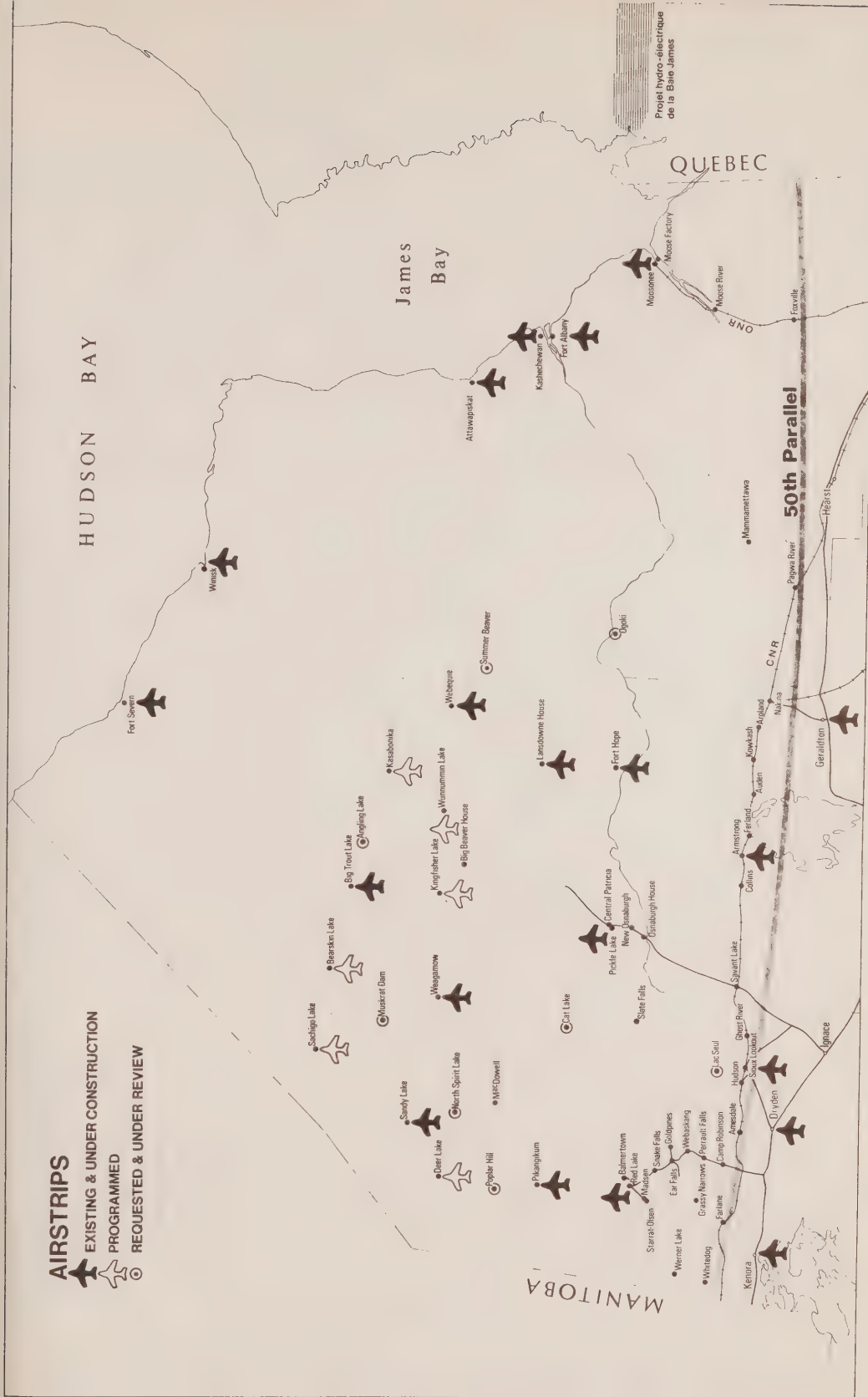
## SURPLUS

-14,255.88



## AIRSTRIPS

EXISTING & UNDER CONSTRUCTION  
PROGRAMMED  
REQUESTED & UNDER REVIEW

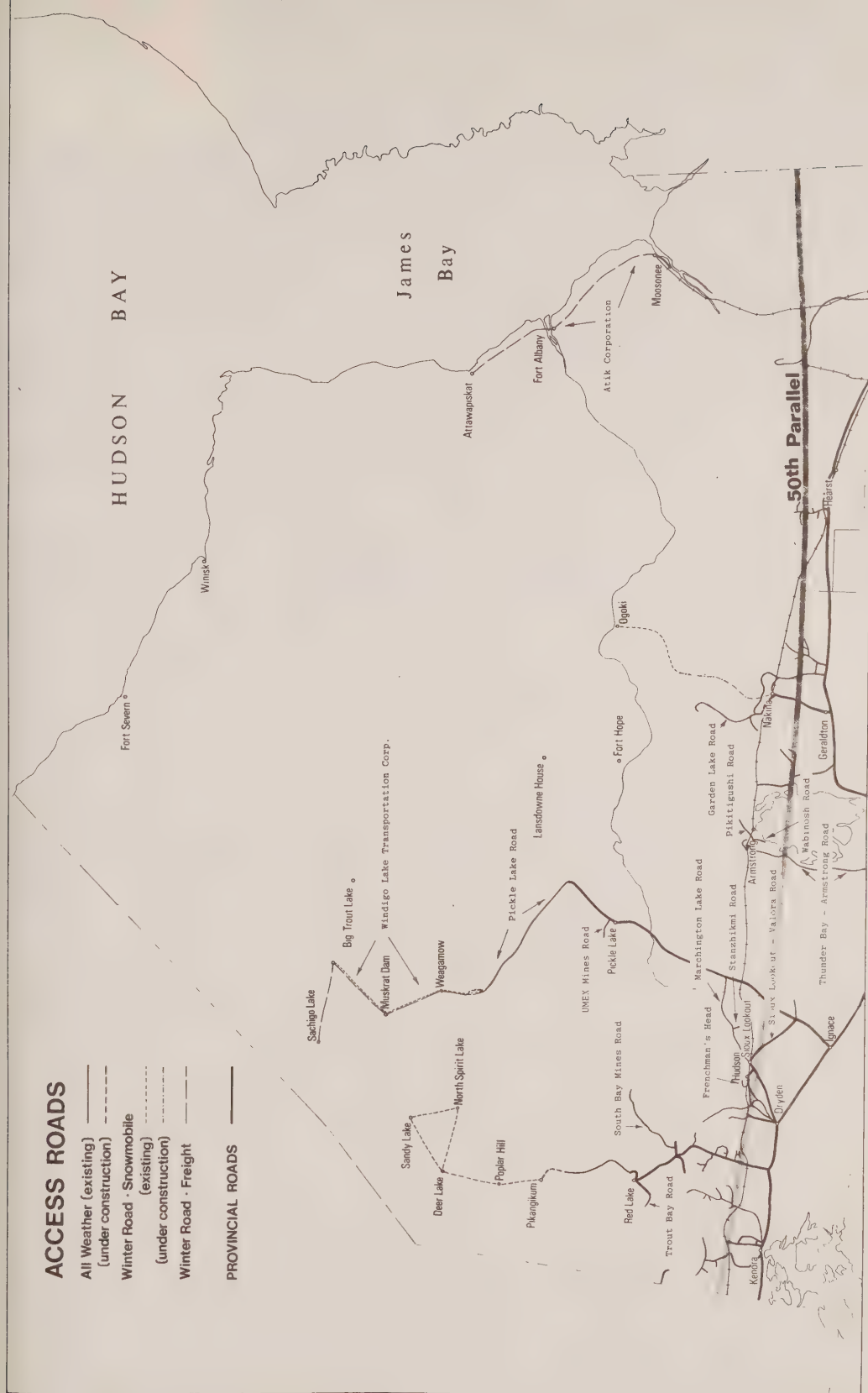




# ACCESS ROADS

- All Weather (existing)
- - - Winter Road (under construction)
- - - Winter Road - Snowmobile (existing)
- - - Winter Road (under construction)
- - - Winter Road - Freight

## PROVINCIAL ROADS





CA20/N

Z1

-77N22

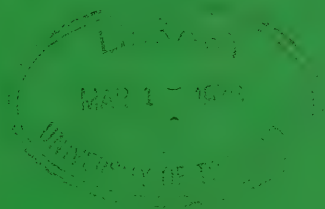
SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**Grand Council Treaty No.9**

PRESENTED AT

**Sioux Lookout  
on  
November 7, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENTAL

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
Grand Council Treaty #9  
251 - 3rd Avenue  
Timmins, Ontario

PRESENTED AT  
  
Sioux Lookout  
  
on  
  
November 07, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5





# GRAND COUNCIL TREATY #9

"Association of Treaty #9 Chiefs"

Central Office: Tel. (705) 267-2143 Telex 067-81595  
251 - 3rd Avenue, TIMMINS, ONTARIO

Regional Office: Thunder Bay, Ontario

9

Treaty #9  
Nov 1977  
Squawman

THE ROYAL COMMISSION  
ON THE NORTHERN ENVIRONMENT

GRAND COUNCIL TREATY #9  
PRELIMINARY PRESENTATION

NOVEMBER 7, 1977  
SIOUX LOOKOUT, ONTARIO



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Grand Council Treaty #9

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PREAMBLE

by

A. Rickard, Chief of  
Grand Council Treaty #9

DECLARATION OF NISHNAWBE-ASKI

TREATY #9 AREA MAP



Mr. Commissioner, we welcome you to our land, the land of our forefathers and the land of our children, the land of the 20,000 Cree and Ojibway who have lived here since time began.

We welcome you Sir, because you have said that this Inquiry will go beyond anything that previous Royal Commissions have done, so it is with high hopes that we begin a process of defining what development of the north really means.

Mr. Commissioner, as you know, earlier this year on July 7, 1977, we issued Nishnawbe-Aski, a statement of our identity, our rights, of our independence and of our goal to achieve spiritual, cultural, social and economic independence by the end of this century.

Nishnawbe-Aski, which is a Declaration of The People and The Land developed and presented to the people of Canada and Ontario by the Ojibway-Cree Nation of Treaty 9, is not a reactionary position or simply words on paper. Our people have sadly learned that words on paper too often have little meaning.

Rather, Nishnawbe-Aski is a statement of the re-awakening of our Nation, the desire of our people to regain control of their lives, and the need for guarantees of our rights with the rest of the people of Canada.

"OUR NATIONHOOD ITSELF IS SACRED AND CANNOT BE NEGOTIATED. HOWEVER, WE ARE READY TO START NEGOTIATING THE IMPLEMENTATION OF THIS NATIONHOOD. FOR ANY NATION TO EXIST, IT MUST HAVE LEGISLATION THAT ENHANCES ITS SELF-RELIANCE AND ITS LOCAL CONTROL."

That is our goal, Mr. Commissioner, and our Declaration sets out certain inalienable rights, which we believe must always be the framework from which your Royal Commission views the first people of Northern Ontario. These are:

1. the right to self-government;
2. the right to receive compensation for our exploited natural resources;
3. the right to receive compensation for the destruction and abrogation of our hunting, fishing and trapping rights;
4. the right to re-negotiate our Treaty;
5. the right to negotiate with the elected governments of your society through appropriate levels of representation;
6. the right to approach the judicial, governmental and business institutions of your society in our quest for self-determination and local control;
7. the right of our elected Chiefs to deal with your society's elected cabinets on an equal basis;
8. the right to approach other world nations to further the aims of the Cree and Ojibway Nations of Treaty 9;
9. the right to use every necessary alternative to further the cause of our people;
10. the right to use all that the Creator has given us to help all of mankind.

These are our rights. As your society is structured today, this puts us on different sides of the issue. We are adversaries within the legal framework of this country. The adversary system is one with which your judicial process is familiar, and one with which the code of law of our people is unfamiliar. However, we will use whatever method we must.

Today we must recognize that your government, and your society views uncontrolled and massive resource development as progress, as the ultimate goal of the new religion of economic growth. Our people view life and the world around them in a vastly different way. We see progress as spiritual, cultural, social, economic, environmental and human. Somehow your society must come to grips with this reality.

Perhaps the best way to do that is to recognize that despite these issues making us adversaries, we can resolve our differences, and develop a society where whole people can live together in true and guaranteed equality.

Let us take a few moments to remind you, Sir, and through you the people of Ontario, where our people were before the coming of the Euro-Canadians, because the myths about our "savage" and "primitive" society must forever be exploded.

We had a social system that more than adequately supported our way of life. You will be particularly interested to know that we had a code of laws and of justice that was entirely suitable to our way of life. Our educational processes, rooted in the family, were very effective. Our economic system not only worked, but prevented the exploitation of people for material gain. Everything that we needed to govern our communities was organized and easily available.

We had a spiritual existence that was powerful and real, immersed as it was, in the land that was our life. Our Great Spirit, our God, has always been close to us as to be inseparable from our existence.

We were a wholly integrated people. Today we are not because, sad to relate, the institutions of your society came very close to destroying our race. We believe that it is to the eternal credit of our ancestors, our elders, that you did not succeed in your ultimate goal, which was to assimilate us into your social structure, and thereby effectively and forever dealing with the "Native problem". By maintaining our language, by clinging to our relationship with the land, and by remembering that mankind depends on all things natural for his own existence, we managed to survive the onslaught of foreign ways and beliefs.

More than 70 years ago, in 1905 and 1906, the Treaty Commissioners of your country came to what is now known as Northern Ontario, but what was then and still is the Cree-Ojibway Nation. It was, and is, a vast land -- some 210,000 square miles and in places 700 miles wide and 400 miles long -- rich in forests and lakes, rivers and streams with all the life-giving plants and animals, fish and birds, that our people could wish for.

The Treaty Commissioners represented the Crown -- the Federal Government and the Provincial Government - and they told our forefathers that if they signed these Treaties their rights to the land and all that is in the land would be guaranteed forever. They were peace and friendship Treaties, our people were told, and they signed them in good faith expecting that their future would be forever safeguarded.



The fact that you, Sir, are here today in your capacity as head of this Royal Commission is clear evidence that Treaty #9, signed in good faith by our ancestors, has not been honoured by the successive governments.

Mr. Commissioner, the terms and conditions of Treaty #9 were shamelessly violated, and ignored in the rampage to exploit the rich resources of our land. This is the reason we are insisting that it must be re-negotiated with the Federal and Provincial Governments, and that adequate compensation must be paid for the endless removal of our priceless gifts from the Great Spirit.

Because you see, Mr. Commissioner, our people -- unlike your ancestors from Europe -- never saw themselves as the owners of the land. No one can own something that belongs to our Great Spirit. They can only be the custodians of the land. God gave that land as a gift to be used, to be protected and cherished, and passed on to our children, and their children's children in the same pure state we first received it. This is why the Treaties are not perceived by our people as something that extinguished our title to the land, our rights to the land, but rather as a way of expressing our willingness to share equally our gift with the newcomers from far away.

Since those days 70 years ago our traditional existence has been under attack. The loggers and miners came, the railroads and highways came, the energy developers came and soon our land was filled with largely transient people here to make money in a hurry, and then move on with little or no long-term commitment to the land. We, the



permanent residents, were left time and again to suffer the wreckage of this mine or that sawmill.

Your Federal Government fulfilled in a strange way the clause in the Treaty about education. It built schools and insisted that our children go to these schools. But by settling on the reserves that you delineated, and giving up our traditional nomadic ways, much of our traditional economy was effectively ended, and we became prisoners on these reservations. Our traditions, stifled within this foreign system could no longer guide us, and we gradually sank into a pool of despair; a despair that led to alcoholism, violence, and the numbing apathy that characterizes a colonized and dependent people.

Up until the beginning of this decade, the Federal Government seemed content to perpetuate a demoralized welfare state that existed in our communities. Programs designed by other people for us always failed. There was almost no social or economic development, and we were never involved in the decisions affecting our lives. Government paternalism reigned supreme.

We reached back to the roots of our culture, and at a meeting held February 24, 1973, in North Bay, the Chiefs and other elected leaders from the Treaty 9 area came together, and formed the Grand Council of which I have the honour to be the Chief. Our organization has two guiding principles: imposed solutions to the social, political, cultural and economic ills of our communities are not solutions at all, but merely the creation of new problems; and our future and our children's future must be rooted in the beliefs and traditions of our ancestors.

What is Treaty 9? It is simple to answer and yet for the Euro-Canadian within his social system, it might appear beyond comprehension.

1. Treaty 9 IS our Great Spirit who IS part of us.
2. Treaty 9 IS our forefathers who lived and died in our area.
3. Treaty 9 IS every part of our environment; every river, stream and lake of our area; every tree in the forest; every bird, fish and animal of our area;
4. Treaty 9 IS every Native man, woman and child living in our area;
5. Treaty 9 IS the driving force behind the wishes and aspirations of our people in our area.

With all these things on our side, we are certain we cannot fail in our endeavours and aspirations. As in yesterday's experiences and today's realities, we will survive tomorrow's challenges.

There are more than 40 communities in this Nation, many are only accessible by air, others are satellite communities stretched along roads, and railways. Their economic base varies from totally traditional to modern industrial. The future must contain all these elements, it must be always flexible, and community-based.

Traditional land-based occupations like hunting, fishing and trapping will always remain the most preferred occupations of many of our people, and even those who have joined the wage economy will always want to retain their close relationship to the land.

Mr. Commissioner, in March of 1975, when we found out that the Reed Paper Company, and the Government of Ontario were proposing timber limits of 19,000 square miles in the middle of our land, we were justifiably convinced that a halt to this kind of development had to be called.

We demanded that Treaty 9 be fully involved in the negotiations with Reed Paper in any study of the social, economic and environmental impacts of such a scheme. But a year later when we had made repeated requests for a copy of the environmental report prepared by Acres Environmental Consultants, we were told the study was confidential. A report on the environmental impact to our land was to be kept secret from us, to say nothing of being suppressed to all Ontarians!

The chronology of events through 1976 is a saga of frustration, insensitivity and dishonesty on the one hand, and of dogged determination on the other, that this time we were not going to be denied our right to justice.

We told the Ontario Government that our land was not for sale, and insisted that negotiations with Reed cease immediately. We called for an inquiry, only to be denied. However, on October 26, 1976, we were told a judicial inquiry, into all aspects of all resource development in Northern Ontario, would get full consideration from the Cabinet.

Four days later Ontario and Reed signed a memorandum of understanding, and the full import of this development hit us. This Company, with undoubtedly the worst possible record in an industry notorious for its evasion of environmental legislation, was to be granted 19,000 square miles of the best virgin timber in the province, threatening forever our way of life.

We fought on and finally, in the face of mounting public opinion on our behalf, the Ontario Government agreed to an Environmental Hearing. Your appointment, Mr. Commissioner, was announced on December 13, 1976, more than two and a half years after the Government of Ontario first announced Reed's plans to build a new pulp mill in the Red Lake/Ear Falls area.

It was to be another eight months, including time out for a provincial election, before the cabinet finally passed an Order-in-Council under The Public Inquiries Act approving the wide terms of reference, that your Royal Commission now enjoys, to examine all aspects of development North of the 50th. parallel.

You, Mr. Commissioner, have the power to investigate "any public or private enterprise" which could have, in your opinion, major impact north of fifty. You, Sir, have the full weight of the law of this land at your disposal. The challenge you face is enormous. The hopes of our children rest with your Inquiry.

We, who worked so hard to achieve an Inquiry into what is proposed for our land, are prepared to participate fully in your deliberations.

Perhaps, Sir, what we expect most of all is that your Inquiry will be thorough and complete. Constraints of time and money must not be allowed to diminish the process. The difficulties of travel in our vast land must not deter you from meeting the people. Pressures from Government and industry must be rejected, if they in any way impinge on the thorough-going approach that you have adopted.

We are convinced that the process of your Inquiry will be, as was the case with Judge Berger's, of the utmost significance. The opportunity -- the first opportunity in Ontario history -- for our people to explain to a representative of the Euro-Canadian Government what their aspirations really are, is an opportunity which we do not take lightly. Too often, far too often, the process of consultation is developed in Toronto by civil servants for other civil servants and the style, content and result bears no resemblance to what it is that our people really feel.

We must insist that your Commission visit every Native community of our area, taking the time to listen to our people who, we assure you, have a great deal to say. It would be a denial of your commitment to do any less than give every person, regardless of their location or circumstances, an opportunity to speak in the place that person lives and calls home. They must have the freedom to speak in their own way, and in their own language without the constraints of the Euro-Canadian formalities which will govern your more technical hearings.

We are concerned, Sir, with the many hearings, consultations, boards and task forces set up by the Ontario Government to examine specific projects in the area of your Commission. It is important, we believe, in order to avoid the slightest suggestion of whitewash that the Government, perhaps at your insistence, declare a moratorium on these inquiries until after you have completed your work, and presented them with your report. There can be no serious weight lent to your Inquiry if the Provincial Cabinet continues to develop policies, and encourage proposals for northern development while paying lip service to the advice they have sought from your Commission.



Since the outcome of your Inquiry will have profound implications for the future of the entire Province of Ontario, we believe it would be a grave error to confine your hearings to the geographical area north of the 50th. parallel. There are many people in Southern Ontario who cannot afford to travel to the north or even to the capital city, but who have insights and opinions which are important for you to hear.

We believe that you must take your Inquiry to the people, all the people, if there is to be true citizen participation, and after all Sir, is that not what your society's democratic principles proclaim? Even in these preliminary hearings there are people - church people, environmentalists, citizen's groups, public interest groups and ordinary citizens - who wish to present evidence to you. They will be prevented from doing so if you stay exclusively in the north. The Southern Community Hearings must be another aspect of your Commission which is treated very seriously.

We in Treaty #9 are well aware that the power structure of this Province lies south of 50th, that the ultimate decisions about the north will be made in the south, and with the southern voter in mind. You must visit all the major centres of population in the area south of 50th in order for adequate expressions on opinion to be heard.

We believe this part of your process to be second only to the Northern Community Hearings, and we would have serious questions of the Inquiry if (a) you do not extend your preliminary schedule to include three or four southern cities and (b) if you do not rule that complete and thorough southern hearings are conducted during the life of your Commission.

Mr. Commissioner, the basic position of Treaty 9 lies in our Declaration, Nishnawbe-Aski, a copy of which is appended to this statement for the record of the Preliminary Hearings.

We would like to take a few more minutes to express our hopes for this Inquiry, which are, in reality, the hopes of our people who, we are sure you will find, have a vision for themselves of the future of their homeland, the area you call Northern Ontario.

We say in our Declaration that we are an entity, that we have the right to be recognized as such within the Canadian mosaic. We are not calling for separation, although that is what our detractors might suggest, instead we are calling for something deeper and stronger: recognition and the right to self-government within Canada. It is impossible, we contend, to achieve cultural, social, political and economic independence without legal recognition as a unique people. Otherwise we are a pawn passed back and forth between various levels of Government, prompted by the pressures of politics and economics.

There is no question in our minds that cultural identity, political control and economic independence are inseparable and cannot be discussed as unrelated items but must be seen by you as one reality.

We must be careful that our people, whose rights must be recognized, do not get lost in the technical processes of your Inquiry as they have too often been lost in the technical "progress" of your society. There is a people here who are the first residents of this land and their rights -- as opposed to the rights of the itinerant populations -- are the fundamental issues outlined by Nishnawbe-Aski.



Mr. Commissioner, we have been falsely accused of being opposed to any kind of development, and wishing to return to some 16th. century setting which can never be recovered. We reject that concept. We oppose uncontrolled development that diminishes people, and views the environment as a problem to be solved, as damages to be minimized in the relentless search for more and more non-renewable resources. We opposed the kind of development that exists for the profits and pleasures of a few people, most of whom live outside the north.

We favour the kind of development that allows us to participate as equals in the decision-making process and which guarantees legally our participation. We favour the kind of development that allows us, the first residents of this land, a major role in determining where, when and at what speed -- indeed, if -- that development should occur. Our traditional way of life, which we hold sacred, has to be allowed to continue. What little is left after being eroded by tourism, mining, logging, pipelines, dams, and the like, must be preserved at all costs. Surely you can see that we will both be better for preserving those values.

The Euro-Canadian view of technology, industrial expansion and resource development must never again be allowed to destroy any aboriginal culture. In challenging your society's view of man and his environment, we will all be enriched. We believe that our view of man as a whole creature within creation is one which has great potential for your society, in solving the ever-increasing social, cultural, political and economic deterioration that threatens your society's existence.

Our people are looking forward to having you in our communities. We want these hearings. We want to show you how we live and why we live here. We want the people of the south to grasp the real meaning of our very existence and you

will discover, we know, what it is that we are talking about when we speak of our culture. You cannot find that, in any other way than to come and visit us and listen to us in our homes.

Our people of Treaty #9 welcome you. We extend the hand of friendship. We hope that you will not be so serious in your pursuit of information, that you will not take the time to enjoy our beautiful land and people. Have a good time in your travels, we enjoy being hospitable.

In closing, may we once again refer to Nishnawbe-Aski.

"WE SAY TO YOU THAT WE HAVE THE RIGHT TO GOVERN OUR OWN SPIRITUAL, CULTURAL, SOCIAL AND ECONOMIC AFFAIRS. WE WILL DESCRIBE TO YOU HOW WE ARE GOING TO SECURE OUR SOVEREIGNTY. WE ARE ALSO HERE BECAUSE WE WANT YOUR GOVERNMENT TO PLAY A ROLE IN OUR RETURN TO OUR FORM OF SELF-GOVERNMENT. WE ASK THAT YOU BECOME INVOLVED IN OUR RIGHT TO DEVELOP OUR INDIVIDUAL COMMUNITIES. WE INTEND TO MAKE THEM AS VIABLE AS THEY WERE BEFORE THE WHITE MAN CAME."

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will discover, we know, what it is that we are talking about when we speak of our culture. You cannot find that, in any other way than to come and visit us and listen to us in our homes.

Our people of Treaty #9 welcome you. We extend the hand of friendship. We hope that you will not be so serious in your pursuit of information, that you will not take the time to enjoy our beautiful land and people. Have a good time in your travels, we enjoy being hospitable.

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Thank you, Mr. Commissioner.



# GRAND COUNCIL TREATY #9

*"Association of Treaty #9 Chiefs"*

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A DECLARATION OF NISHNAWBE-ASKI

(THE PEOPLE AND THE LAND)

BY THE OJIBWAY-CREE NATION OF TREATY #9

TO

THE PEOPLE OF CANADA

DELIVERED BY THE CHIEFS OF  
GRAND COUNCIL TREATY #9,

TO

ONTARIO PREMIER WILLIAM DAVIS  
AND HIS CABINET,  
IN THE CITY OF TORONTO,  
WEDNESDAY, JULY 6, 1977.





CANADA:

WE WILL USE A SECOND LANGUAGE TO SPEAK TO YOU, IN RECOGNITION OF YOUR INABILITY TO UNDERSTAND OUR LANGUAGE.

ONCE AGAIN WE WANT YOU TO UNDERSTAND US. FOR OVER 350 YEARS YOU HAVE FAILED TO RECOGNIZE THE UNIQUE LIFE STYLE OF THE NISHNAWBE-ASKI. IT IS SO CRUCIAL THAT YOU UNDERSTAND TODAY AS TOMORROW MAY BE TOO LATE.

WE THE PEOPLE AND THE LAND, DECLARE OUR NATIONHOOD. WE, OF THE CREE AND OJIBWAY NATION WHO COME FROM WITHIN YOUR BOUNDARIES OF ONTARIO, MANITOBA AND QUEBEC, AND WHO LIVE IN THE ONTARIO NORTH AT THE HEIGHT OF LAND KNOWN AS THE ARCTIC WATERSHED, DECLARE OURSELVES TO BE A FREE AND SOVEREIGN NATION. WE BRING YOU A DECLARATION OF INDEPENDENCE.

WE SAY TO YOU THAT WE HAVE THE RIGHT TO GOVERN OUR OWN SPIRITUAL, CULTURAL, SOCIAL AND ECONOMIC AFFAIRS. WE WILL DESCRIBE TO YOU HOW WE ARE GOING TO SECURE OUR SOVEREIGNTY. WE ARE ALSO HERE BECAUSE WE WANT YOUR GOVERNMENT TO PLAY A ROLE, IN OUR RETURN TO OUR FORM OF SELF-GOVERNMENT. WE ASK THAT YOU BECOME INVOLVED IN OUR RIGHT TO DEVELOP OUR INDIVIDUAL COMMUNITIES. WE INTEND TO MAKE THEM AS VIABLE AS THEY WERE BEFORE THE WHITE MAN CAME.

YOU ARE THE ONLY PEOPLE WHO HAVE EVER QUESTIONED OUR SOVEREIGNTY. OUR RIGHTS AND ENTITLEMENTS TO THIS LAND WERE INHERITED FROM OUR FOREFATHERS. UNLIKE YOU, WE HAVE NO MEMORY OF AN EXISTENCE IN OTHER



LANDS ACROSS THE SEA. WE HAVE PRIOR RIGHTS TO THE CUSTODY OF THIS LAND, WHICH PRECEDE AND SUPERCEDE ALL OF YOUR CLAIMS.

THIS CUSTODY MUST REMAIN WITH US. IT IS OUR SACRED DUTY TO PASS IT ON TO OUR UNBORN CHILDREN. WE DO NOT ACCEPT THE ILLEGAL SEIZURES OF OUR LAND BY THE EUROPEANS, AND THEIR DESCENDANTS. WE WILL PROTECT THESE CUSTODIAN RIGHTS BY WHATEVER MEANS NECESSARY.

WE DECLARE THAT ALL LAWS, RULES, REGULATIONS, ORDERS-IN-COUNCIL AND ACTS PASSED OR ENACTED BY YOU, AND YOUR FEDERAL, PROVINCIAL AND TERRITORIAL GOVERNMENTS, WHICH INTERFERE WITH OUR SOVEREIGNTY, MUST BE RE-EXAMINED IN THE LIGHT OF OUR POSITION. THE RIGHT TO MAKE LAWS WHICH GOVERN OUR PEOPLE MUST BE RETURNED TO OUR PEOPLE.

ON HAVING REGAINED THE ABILITY TO GOVERN OURSELVES WE WILL INSIST THAT TREATY #9 BE RE-NEGOTIATED. YOUR GOVERNMENT HAS REFUSED TO LIVE UP TO THE TERMS, AND THE SPIRIT OF THE TREATY. THIS TREATY READS IN PART, THAT "HIS MAJESTY THE KING HEREBY AGREES WITH THE SAID INDIANS THAT THEY SHALL HAVE THE RIGHT TO PURSUE THEIR USUAL VOCATIONS OF HUNTING, TRAPPING AND FISHING THROUGHOUT THE LAND".

WE AGREED TO SHARE. WE LIVED UP TO THE TERMS OF OUR AGREEMENT. WE KEPT THE PEACE, PAID HONOUR TO THE EUROPEAN SOVEREIGN, ALLOWED THE WHITE MAN TO SETTLE AND LIVE ACCORDING TO HIS LAWS, AND PERMITTED HIS RELIGIONS AND CULTURES TO BE INTRODUCED TO OUR PEOPLE.

YOU AGREED TO SHARE. YOU SAID OUR RIGHTS WOULD NEVER BE LOST.

YOU DID NOT LIVE UP TO THE AGREEMENT. YOU TOOK MOST OF OUR LAND, OUTLAWED OUR RELIGIOUS BELIEFS AND PRACTICES, DESTROYED MUCH OF OUR ANIMAL LIFE AND FOREST, RESTRICTED OUR MOVEMENTS, STOPPED US FROM USING OUR LANGUAGES, AND TRIED TO CONVINCE US THAT OUR MUSIC, DANCES, AND ARTS WERE BARBARIC.

DESPITE THESE OVERWHELMING ODDS, WE HAVE SURVIVED THE ELEMENTS OF CONQUEST.

YOUR CULTURAL GENOCIDE IS ABOUT TO END. IN ORDER TO REGAIN OUR FREEDOM WE MUST ESTABLISH OUR OWN CONTROL, AND RETURN TO OUR TRADITIONAL PHILOSOPHY OF LIFE. WE RECOGNIZE ONLY ONE RULER OVER OUR NATION - THE CREATOR. HE MADE US PART OF NATURE. WE ARE ONE WITH NATURE, WITH ALL THAT THE CREATOR HAS MADE AROUND US. WE HAVE LIVED HERE SINCE TIME IMMEMORIAL, AT PEACE WITH THE LAND, THE LAKES AND THE RIVERS, THE ANIMALS, THE FISH, THE BIRDS AND ALL OF NATURE. WE LIVE TODAY AS PART OF YESTERDAY AND TOMORROW IN THE GREAT CYCLE OF LIFE.

UNLIKE YOU, WE HAVE A SACRED RESPECT FOR THE LAND. YOU HAVE ALIENATED LIFE AND LAND, BY THE EXPLOITATION OF THE NATURAL RESOURCES. AS A RESULT OF YOUR GREED THERE IS A REAL POSSIBILITY THAT OUR ENVIRONMENT WILL BE DESTROYED. IF IT IS, WE ALSO WILL BE DESTROYED BECAUSE WE ARE PART OF NATURE.

IN 1977, CHIEF SIMEON MCKAY STATED: "TODAY, WE ARE HERE REALIZING THAT THERE IS SOMEBODY HERE ON EARTH THAT WANTS TO DESTROY EVERYTHING ON US. REMEMBER WHAT OUR GRANDFATHERS HAVE TOLD US; WE SHOULD TRY AND RETAIN WHAT THE GREAT SPIRIT HAS PROVIDED FOR US. WE ARE TRYING TO KEEP AND RETAIN OUR ANCESTORS' WAYS BEFORE THIS MEANS OF LIVELIHOOD IS DESTROYED."

IN YOUR RUSH FOR MATERIALISTIC GAIN, YOU ARE THREATENING NATURE'S VERY LIMITS. NOW, IT IS OUR SACRED DUTY TO SLOW YOU DOWN BEFORE SHE IS DESTROYED.

IN CHIEF EMILE NAKOGEE'S STATEMENT OF 1977, HE SAID, "I AM NOT AGAINST EMPLOYMENT, IT IS A GOOD THING. BUT THE MOST IMPORTANT THING WE MUST TAKE INTO CONSIDERATION IS THE LAND AROUND US. IT IS ALSO OUR INCOME AND WE MUST NOT MAKE DECISIONS THAT MIGHT DESTROY IT."

WE ARE HERE WITH ANOTHER UNALTERABLE PRINCIPLE: 'NISHNAWBE-ASKI ARE NOT FOR SALE!' WE REMEMBER THE LEGACY OF OLD JOSEPH, AS HE SPOKE TO HIS SON\_ CHIEF JOSEPH IN 1871: "MY SON, MY BODY IS RETURNING TO MY MOTHER EARTH, AND MY SPIRIT IS GOING VERY SOON TO SEE THE GREAT SPIRIT CHIEF. WHEN I AM GONE, THINK OF YOUR COUNTRY. YOU ARE THE CHIEF OF THESE PEOPLE. THEY LOOK TO YOU TO GUIDE THEM. ALWAYS REMEMBER THAT YOUR FATHER NEVER SOLD HIS COUNTRY ... THIS COUNTRY HOLDS YOUR FATHER'S BODY. NEVER SELL THE BONES OF YOUR FATHER AND YOUR MOTHER."

THIS IS A SAD DAY, BUT WE HAVE BEEN A SAD PEOPLE FOR MANY YEARS. HOWEVER, TO OUR PEOPLE, TODAY IS ALSO AN HISTORICAL DAY. IT IS NOT OFTEN THAT A NATION MAKES A FORMAL DECLARATION OF INDEPENDENCE.

WE ARE NOT A NEW NATION LIKE YOU.

ONLY A FEW DAYS AGO WE WATCHED AS YOU CELEBRATED YOUR CANADA DAY, AND AS WE DID, WE THOUGHT WHAT CANADA DAY MEANT TO US. TO THE TREATY #9 CRFEE AND OJIBWAY, 110 YEARS OF YOUR CONFEDERATION HAVE MEANT 110 YEARS OF OUR DISINTEGRATION. WHILE YOU CELEBRATED WE FELT ANGER, FRUSTRATION, REGRET AND TOLERANCE.

WE CAN NO LONGER PERMIT THE PROGRESSIVE RAPE OF OUR MOTHER EARTH, AND ITS LIFE-GIVING FORCES. WE HAVE OUR CHILDREN TO SAVE. THE CONTINUED EXISTENCE OF OUR RACE IS A SACRED MANDATE PASSED ON TO US BY OUR ANCESTORS.

TODAY OUR RELATIONSHIP WITH YOU MUST CHANGE. WE WILL ONLY ACCEPT YOUR MEANINGFUL INVOLVEMENT. IT WILL BE ON OUR TERMS, OR NOT AT ALL.

TO ENSURE OUR SURVIVAL ON THE LAND WE SAY THAT OUR ABORIGINAL HUNTING AND FISHING RIGHTS WILL NEVER BE TAKEN AWAY. WE DO NOT RECOGNIZE THE FISH AND GAME LAWS WHICH HAVE ERODED OUR WAY OF LIFE. WE ENCOURAGE AND SUPPORT OUR PEOPLE; (A) TO HUNT AND FISH IN ANY PART OF TREATY #9 FOR THEIR OWN CONSUMPTION DURING ANY SEASON; (B) TO TRAP ANYWHERE IN THE TREATY #9 AREA; AND (C) TO TRAP WITHOUT THE INFRINGEMENT OF TAX REGULATIONS. IF NECESSARY, WE WILL ENCOURAGE OUR PEOPLE TO FILL YOUR COURTROOMS IN OUR FIGHT FOR OUR ABORIGINAL RIGHTS.

WE WILL DEFEND OUR RIGHT TO SELF-DETERMINATION. HOWEVER, WE REALIZE THAT THIS SELF-DETERMINATION MAY TAKE MANY DIFFERENT FORMS. THEREFORE, WE ARE OPEN TO NEW, AND INNOVATIVE DIRECTIONS. ONLY IN THIS CONTEXT ARE WE PREPARED TO ESTABLISH THE LEGISLATIVE FOUNDATION OF LOCAL GOVERNMENT.

THE SUCCESS OF OUR FUTURE WILL DEPEND ON OUR LEADERS OF TOMORROW. THESE YOUNG PEOPLE ARE ADJUSTING TO NEW FORMS OF KNOWLEDGE. OUR EXPERIENCE WILL ALSO STRENGTHEN THEIR INVOLVEMENT. WE EXPECT THAT YOU IN TURN WILL ENCOURAGE YOUR YOUNG PEOPLE TO UNDERSTAND OUR LIFESTYLE.

TODAY WE ARE HERE TO TELL YOU WHO WE ARE. WE, THE NISHNAWBE-ASKI HAVE INALIENABLE RIGHTS. THEY ARE:

1. THE RIGHT TO SELF-GOVERNMENT.
2. THE RIGHT TO RECEIVE COMPENSATION FOR OUR EXPLOITED NATURAL RESOURCES.
3. THE RIGHT TO RECEIVE COMPENSATION FOR THE DESTRUCTION AND ABROGATION OF OUR HUNTING AND FISHING RIGHTS.
4. THE RIGHT TO RE-NEGOTIATE OUR TREATY.



5. THE RIGHT TO NEGOTIATE WITH THE ELECTED GOVERNMENTS  
OF YOUR SOCIETY THROUGH APPROPRIATE LEVELS OF REPRESENTATION.
6. THE RIGHT TO APPROACH THE JUDICIAL, GOVERNMENTAL AND  
BUSINESS INSTITUTIONS OF YOUR SOCIETY IN OUR QUEST  
FOR SELF-DETERMINATION AND LOCAL CONTROL.
7. THE RIGHT OF OUR ELECTED CHIEFS TO DEAL WITH YOUR  
SOCIETY'S ELECTED CABINETS ON AN EQUAL BASIS.
8. THE RIGHT TO APPROACH OTHER WORLD NATIONS TO FURTHER  
THE AIMS OF THE CREE AND OJIBWAY NATIONS OF TREATY #9.
9. THE RIGHT TO USE EVERY NECESSARY ALTERNATIVE TO  
FURTHER THE CAUSE OF OUR PEOPLE.
10. THE RIGHT TO USE ALL THAT THE CREATOR HAS GIVEN US TO  
HELP ALL OF MANKIND.

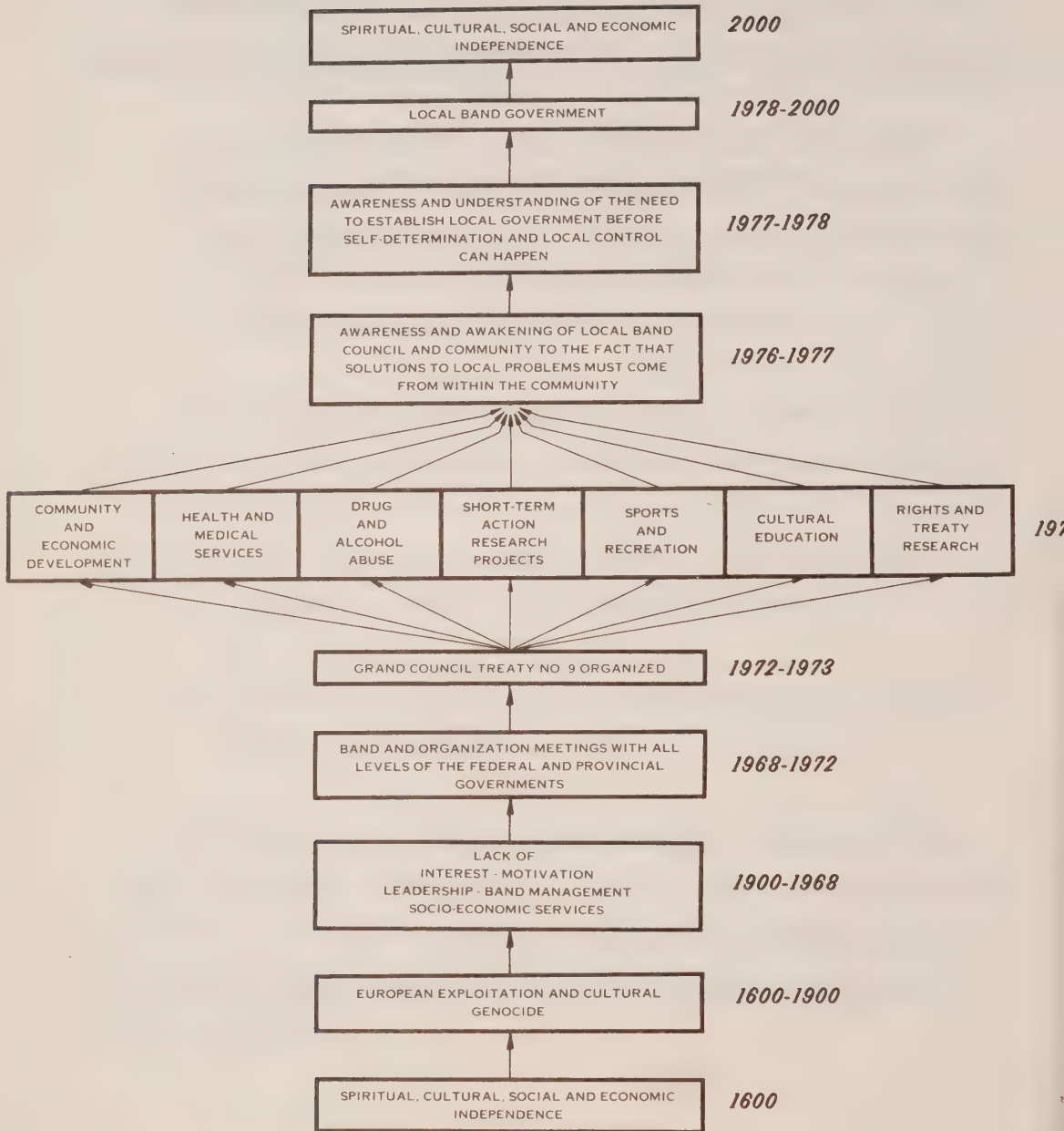
THE SOLUTIONS TO OUR PROBLEMS MUST COME FROM WITHIN OUR  
LOCAL COMMUNITIES. THE RIGHT TO DEAL WITH THOSE PROBLEMS MUST  
REST WITH OUR PEOPLE. WE WILL REGAIN OUR INDEPENDENCE ONLY  
THROUGH LEGISLATION THAT RECOGNIZES AND SUPPORTS OUR FORM OF  
LOCAL GOVERNMENT.



OUR NATIONHOOD ITSELF IS SACRED AND CANNOT BE NEGOTIATED.  
HOWEVER, WE ARE READY TO START NEGOTIATING THE IMPLEMENTATION  
OF THIS NATIONHOOD. FOR ANY NATION TO EXIST, IT MUST HAVE  
LEGISLATION THAT ENHANCES ITS SELF-RELIANCE AND ITS LOCAL CONTROL.

WE WILL NOW DEAL WITH THE MECHANICS AND PROCESSES OF  
OUR SOVEREIGNTY. OUR PRIMARY OBJECTIVE IS THE ATTAINMENT  
OF SPIRITUAL, CULTURAL, SOCIAL AND ECONOMIC INDEPENDENCE.

# TREATY No. 9 OBJECTIVE



# THE FOUNDATION OF LOCAL GOVERNMENT

1. LEGISLATION - **Indian Act**

2. RESOURCES - **Funds**

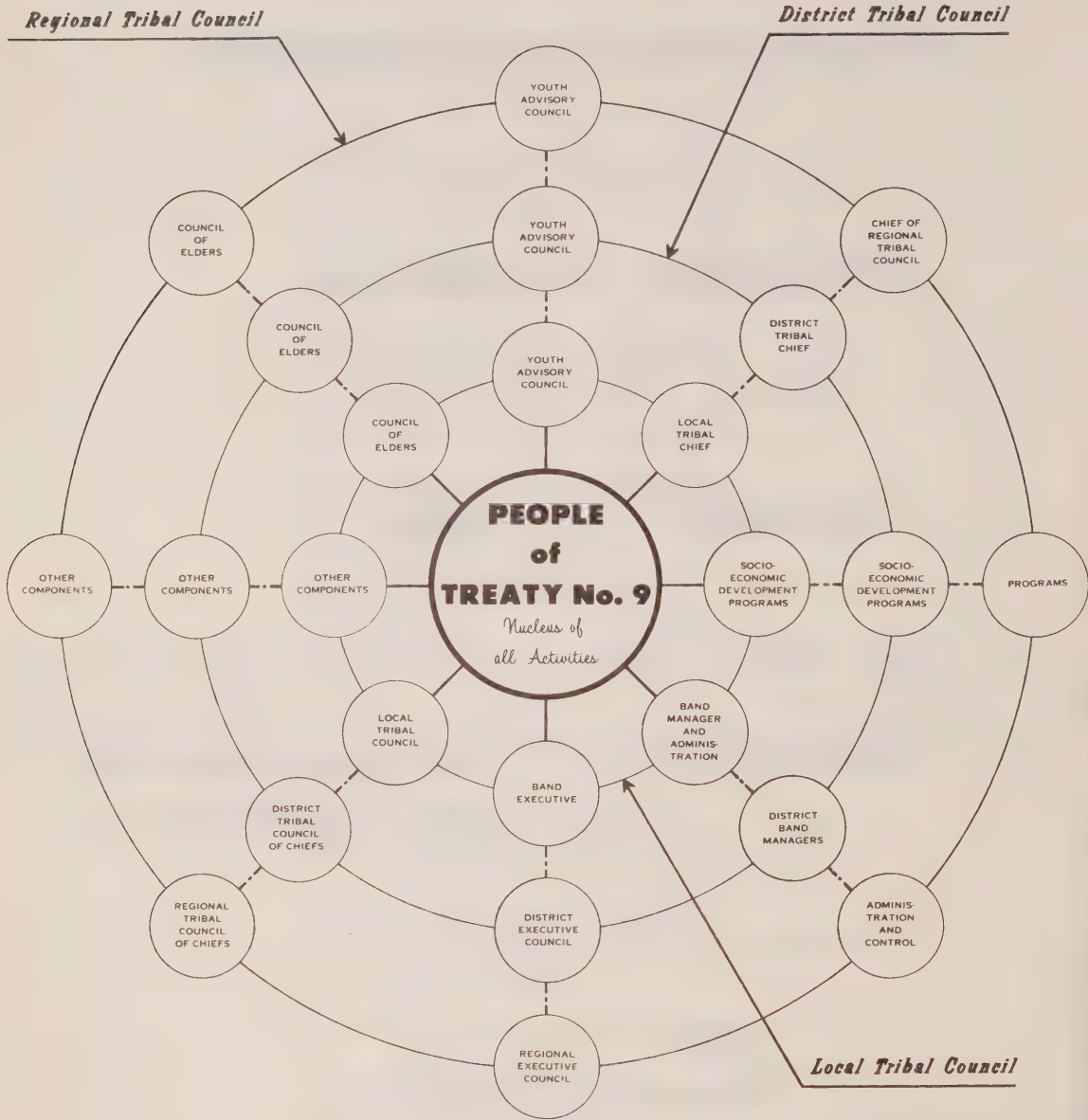
3. EXPERTISE - **Management, Staff, and  
other Human Resources**

## *FUNCTION -*

*Local Government must have these three  
principles to exist and function.*

*The B.N.A. Act, the American Constitution,  
and other forms of government depend on  
these three principles to survive.*

# THE TRI-LEVEL LOCAL GOVERNMENT CONCEPT OF TREATY No. 9



## FUNCTION -

*The Tri-level Council Component Structure is designed to facilitate Planning, Implementation and Evaluation stages of the Transitional Development of Local Government.*

# The REGIONAL TRIBAL COUNCIL of TREATY No. 9



## FUNCTION -

*To Represent the Spiritual, Cultural and  
Economic Aspirations of Treaty 9 People*

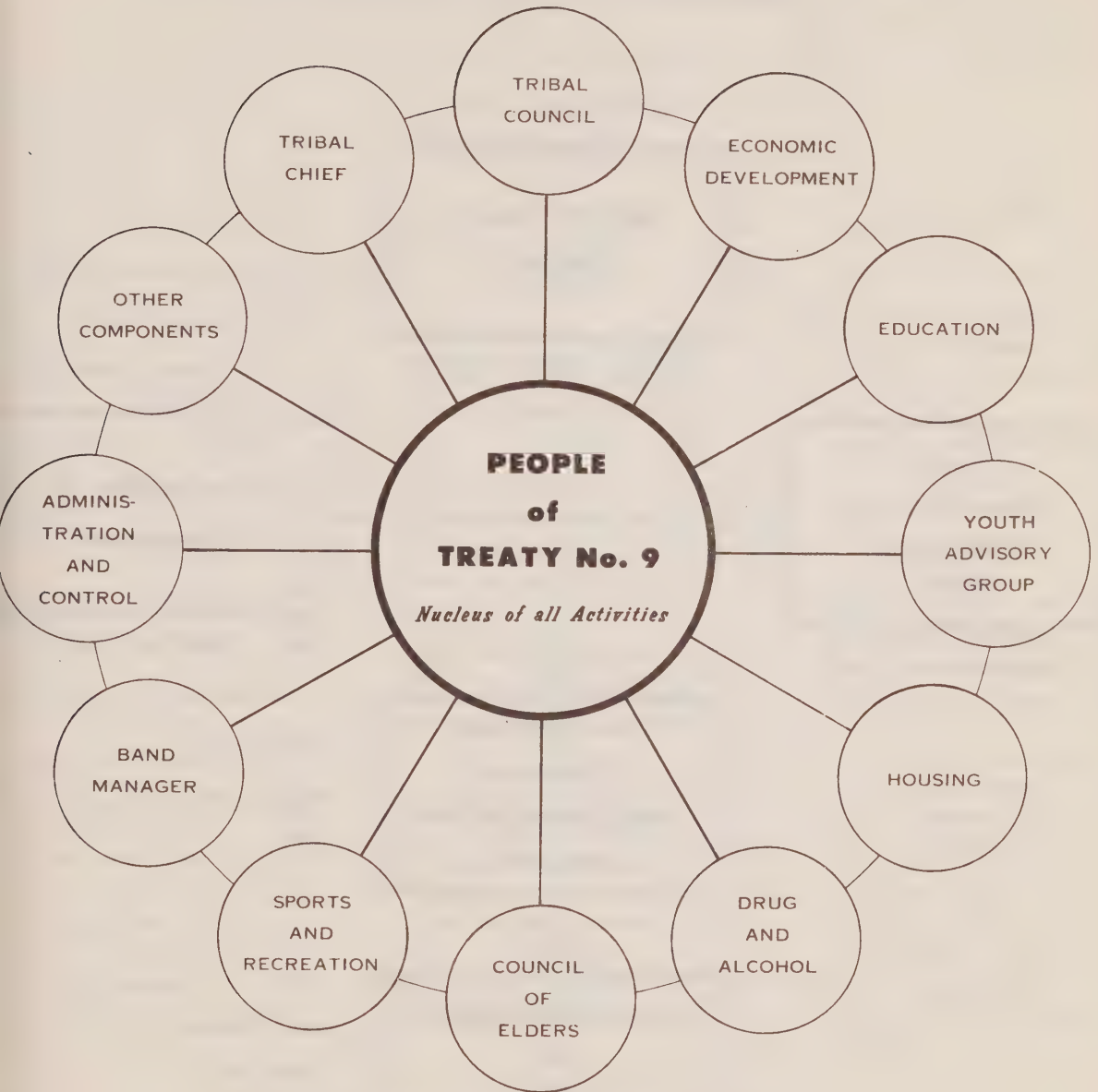
# The DISTRICT TRIBAL COUNCIL of TREATY No. 9



## **FUNCTION -**

*To Discuss, Prioritise, Plan and Implement the Social and Economic Development Programs of the District.*

# The LOCAL TRIBAL COUNCIL of TREATY No. 9

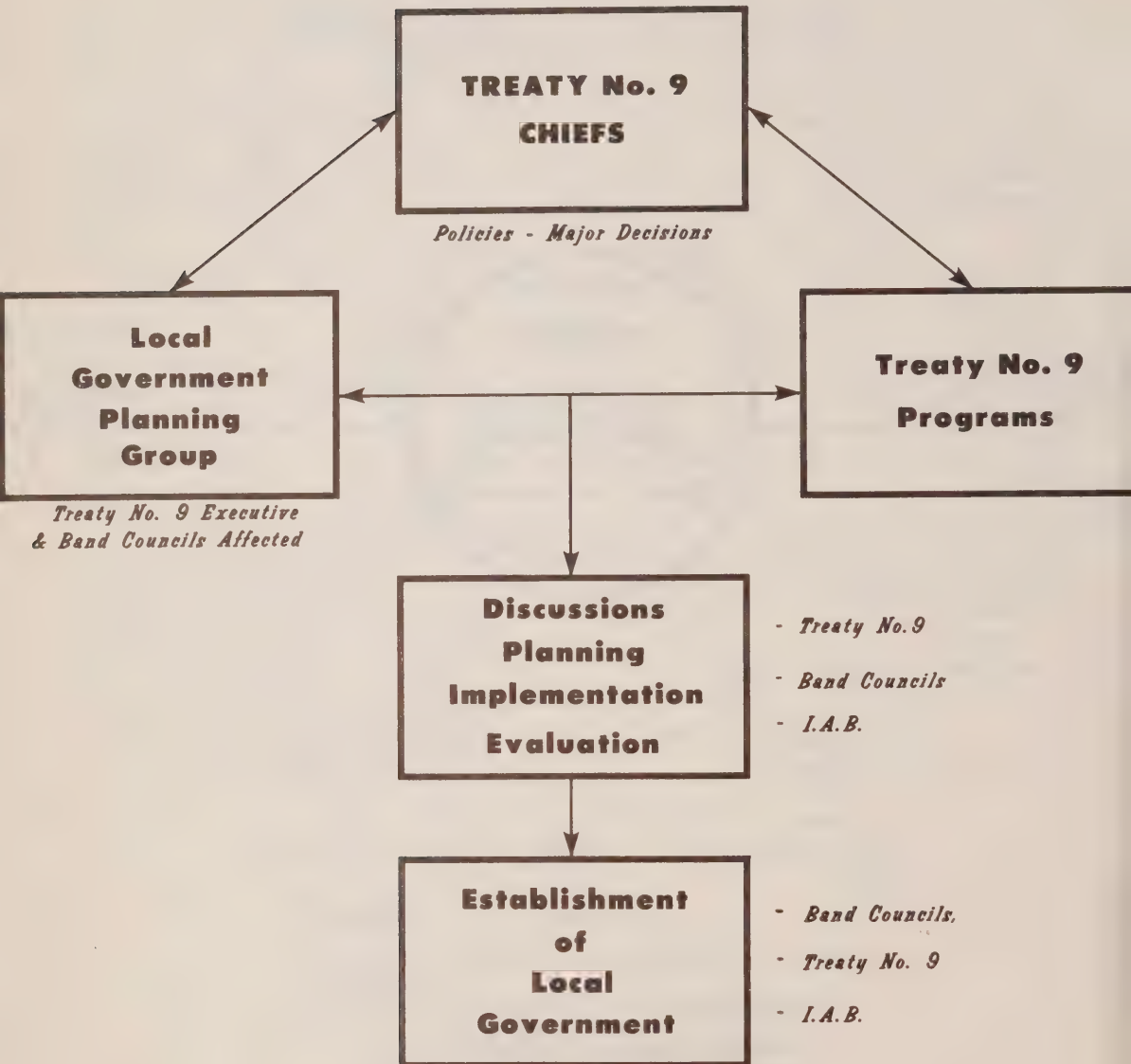


## **FUNCTION -**

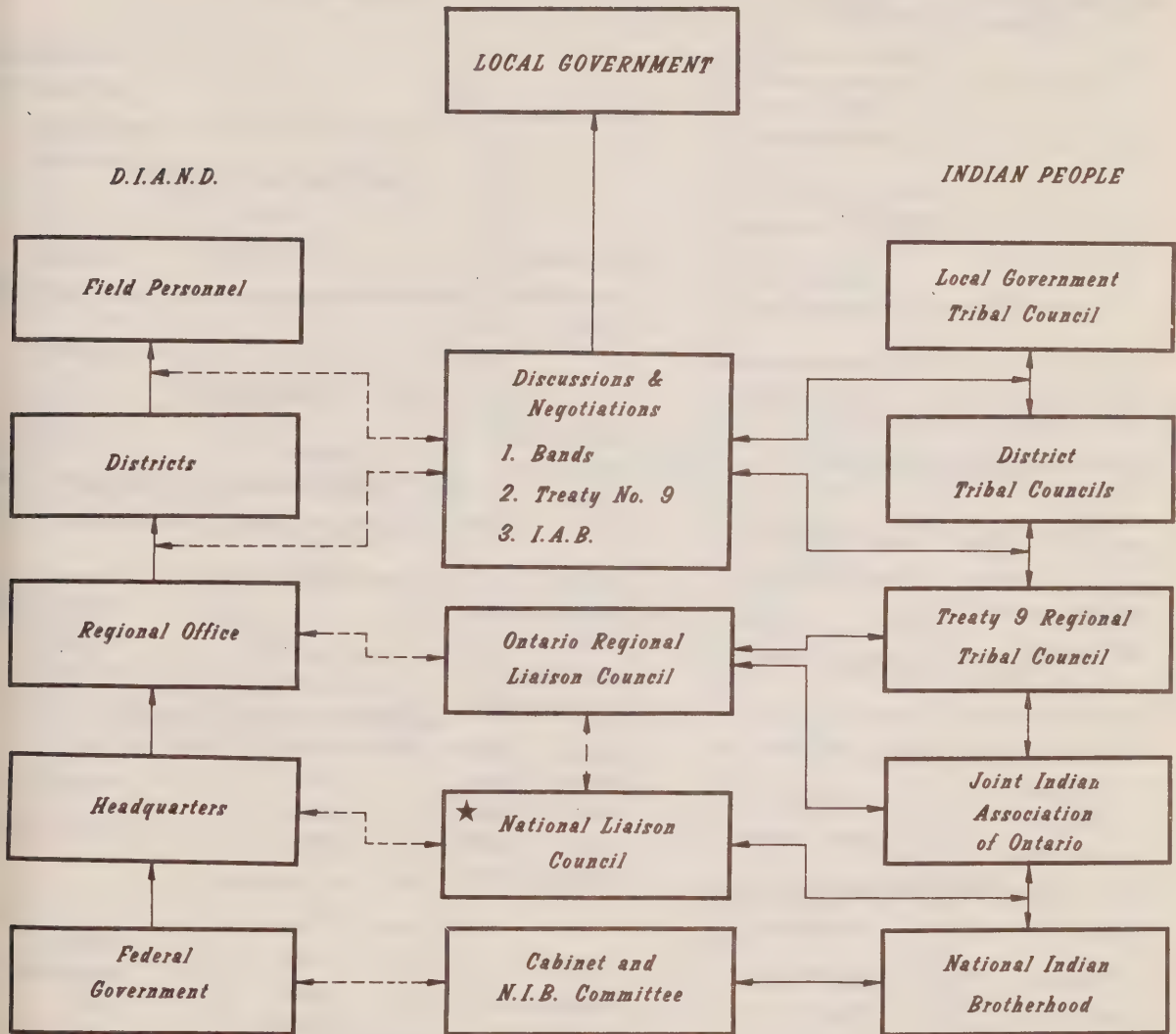
*The Major Components represent the structure and function of local government.  
The Local Tribal Council is the Management.  
The Band Administration is the Appointed Staff.*



# TREATY No. 9 LOCAL GOVERNMENT IMPLEMENTATION PROCESS



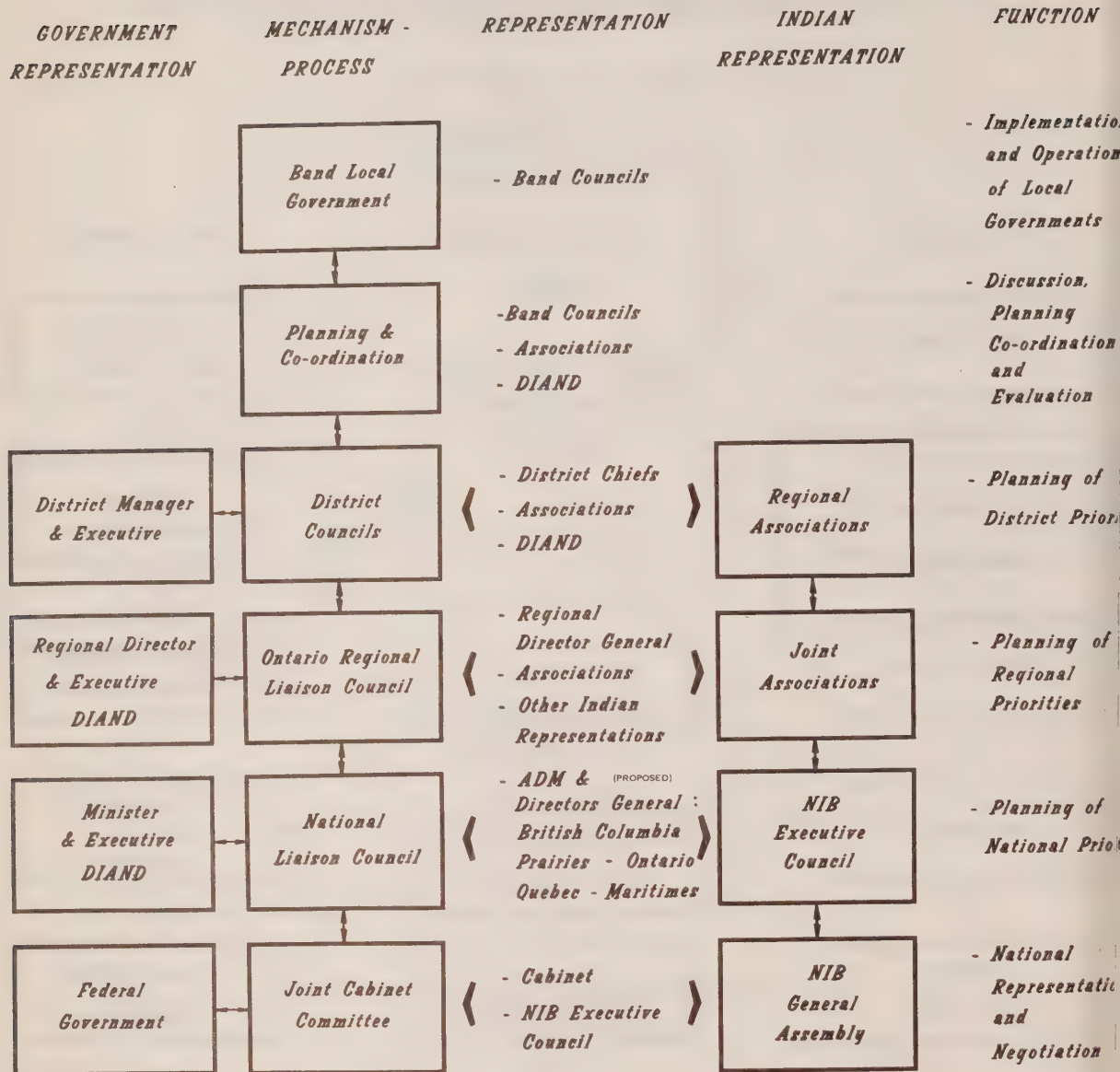
# THE COMMUNICATION STRUCTURE OF TREATY 9 TRIBAL COUNCILS AND D.I.A.N.D.



**FUNCTION - Discussions & Negotiations**  
to Establish Local Government

★ *Proposed*

# SELF-DETERMINATION OBJECTIVE

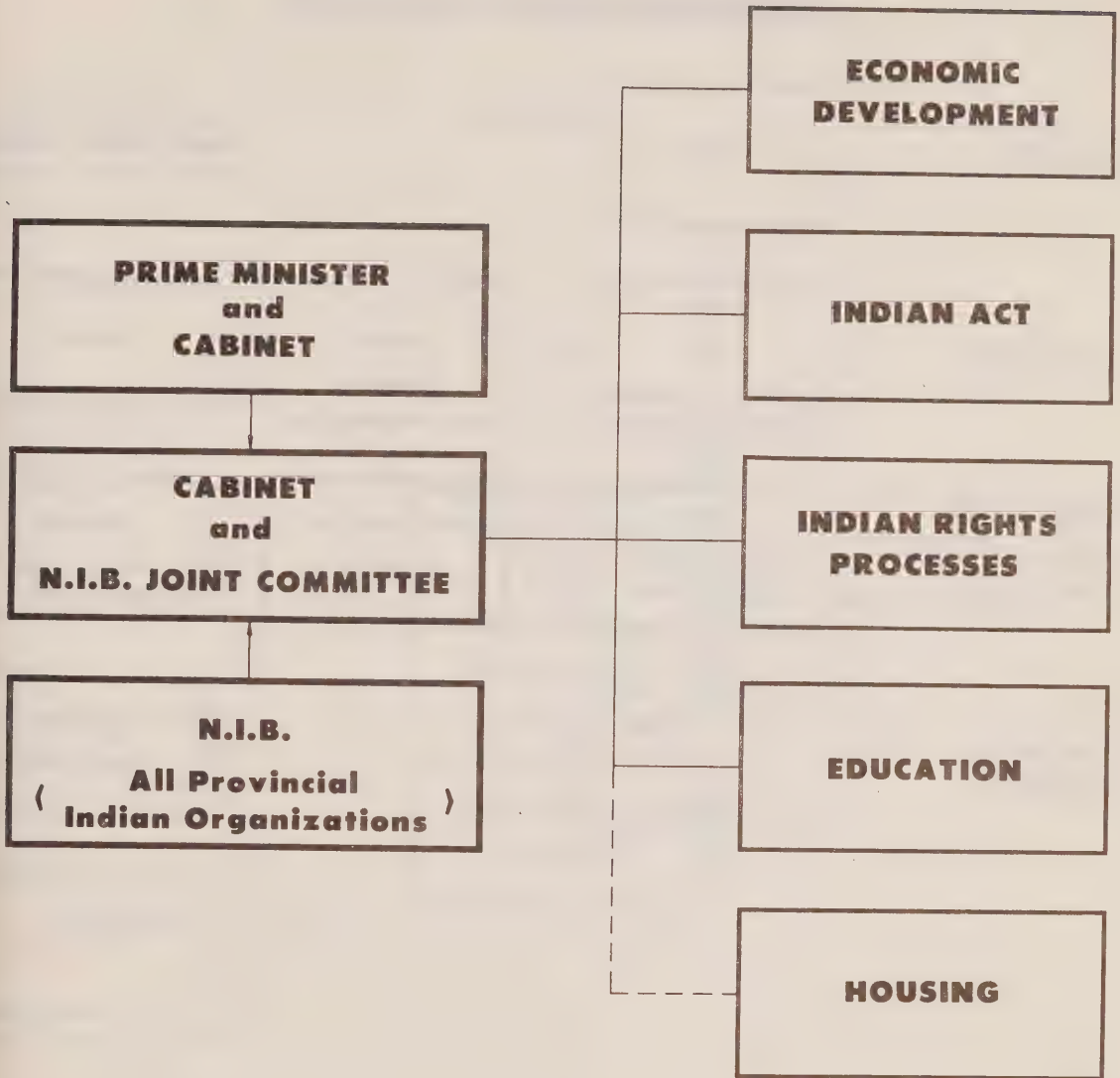


## FUNCTION -

*Mechanism and Process for the*

*Establishment of Local Band Government*

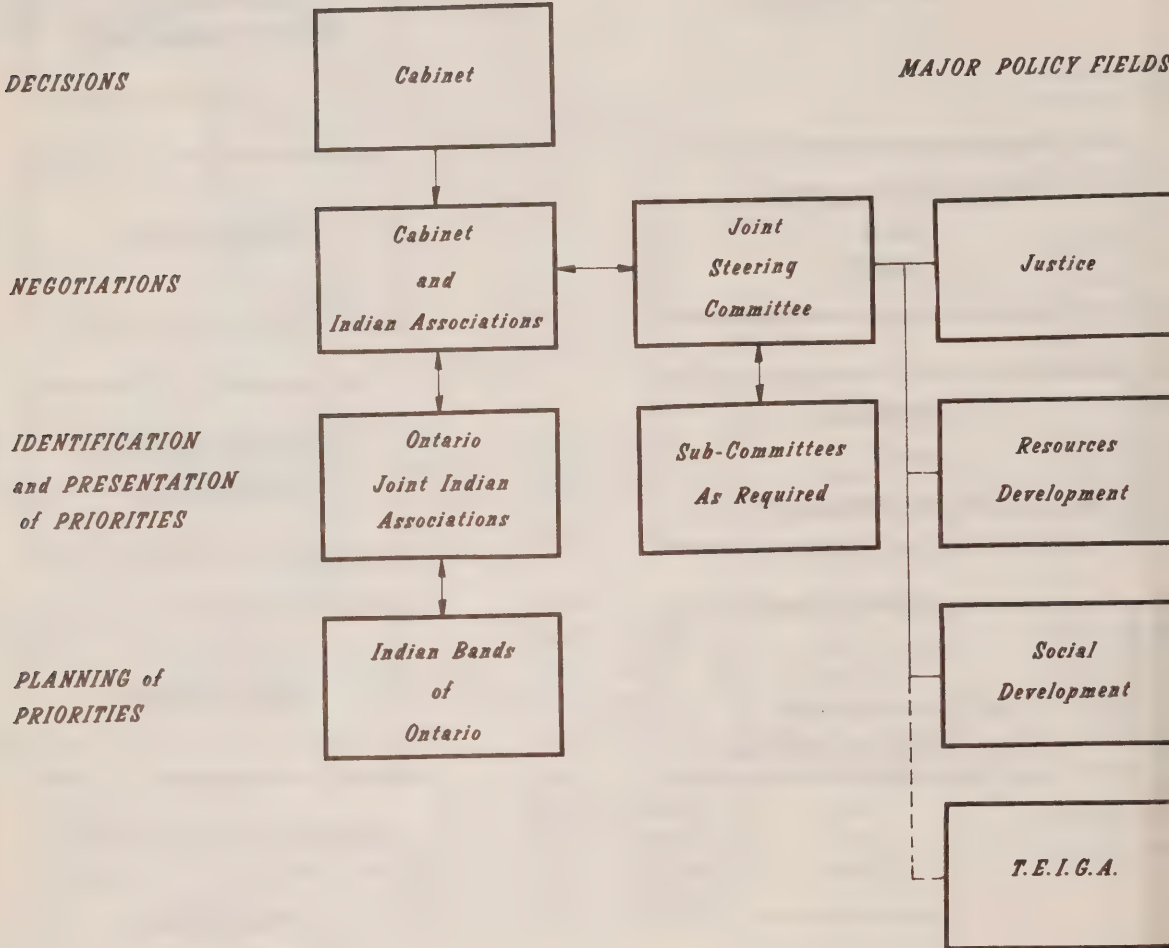
## FEDERAL CABINET and N.I.B.



### *FUNCTION -*

*To Discuss, Negotiate and Achieve the  
Spiritual, Cultural, Social and Economic  
Aspirations of the Indian People of Canada  
through Established Levels of Representation.*

# ONTARIO GOVERNMENT and ONTARIO INDIAN ASSOCIATIONS COMMUNICATION STRUCTURE

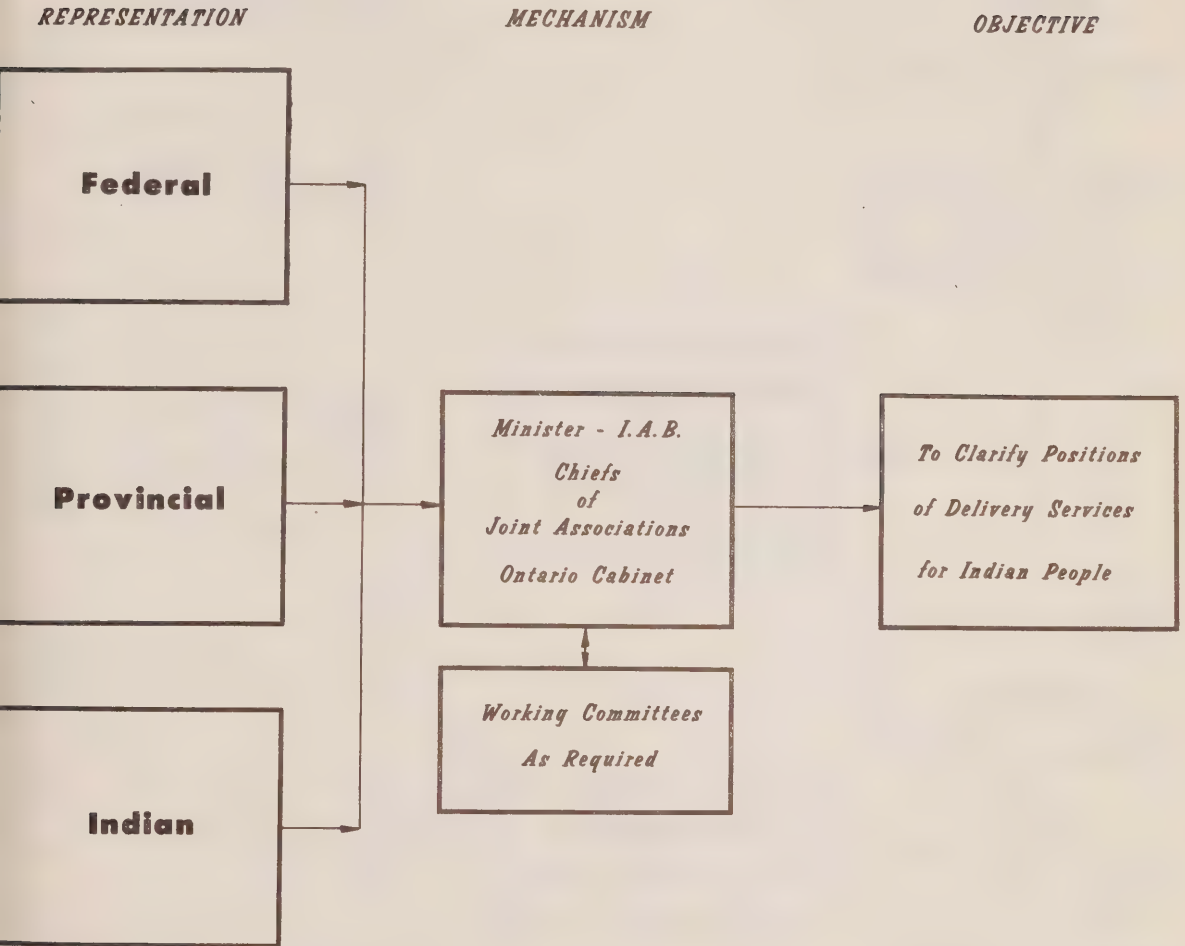


## FUNCTION-

*To Discuss, Negotiate and Realize the Spiritual,  
Cultural, Social and Economic Aspirations of the Indian  
People of Ontario through Established Representation*

## TRI-PARTITE STRUCTURE

### Federal - Provincial - Indian



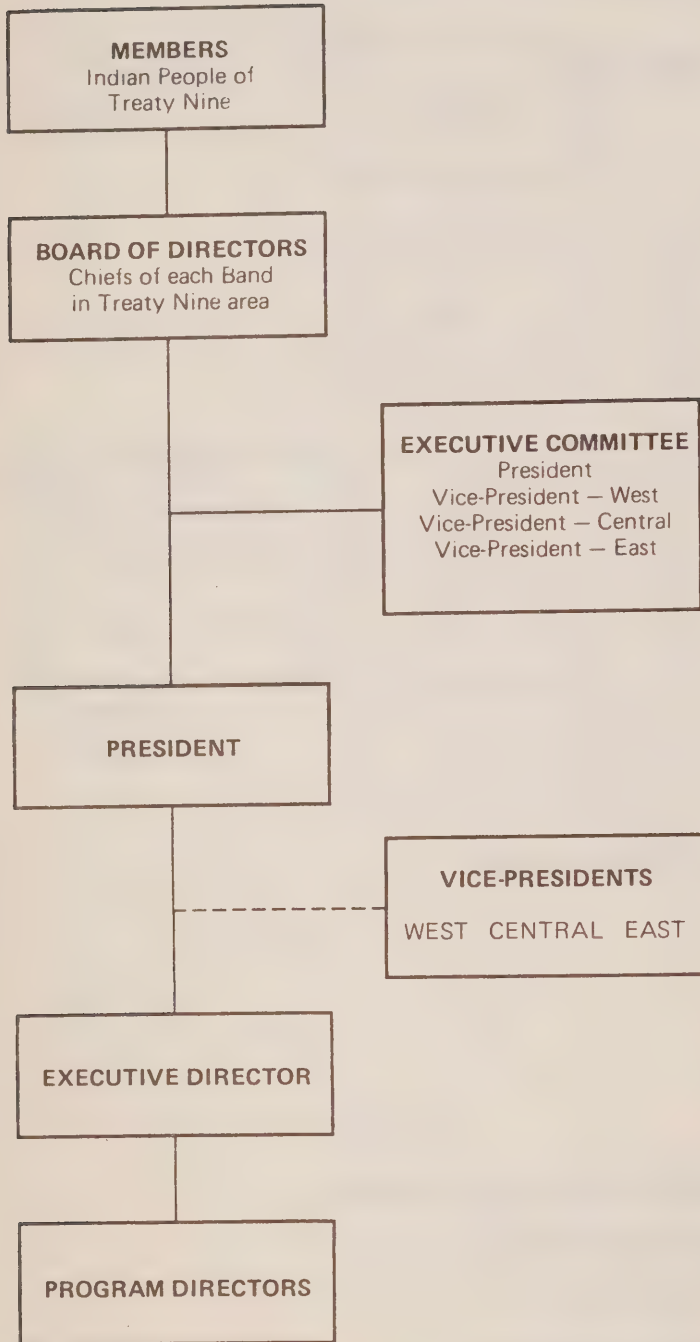
#### *FUNCTION -*

*To Discuss and Clarify Federal-Provincial Areas  
Affecting Indian People of Ontario*



## ORGANIZATION STRUCTURE AND FUNCTION

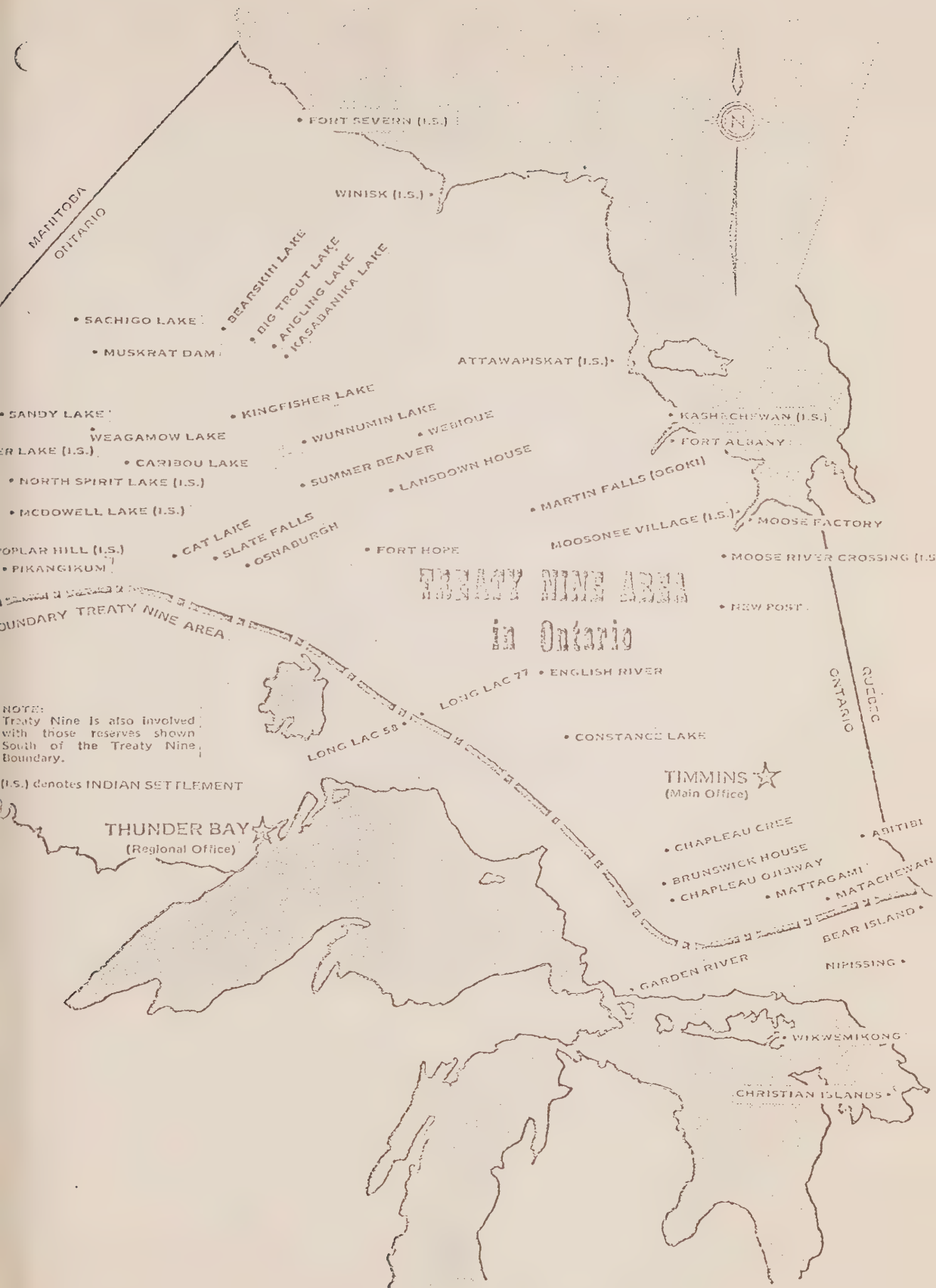
### Structure



### Function

- Exercise final control by electing responsible people to the position of Chief.
- Establish policy and approve of all major actions.
- Provide leadership and evaluate all matters of importance prior to Board's consideration and approval.
- Provides overall leadership.
- Represents respective region.
- Implements and enforces the Administration Personnel policy and daily operations of Treaty Nine.
- Implements and controls respective programs as specified in the Administration and Personnel Policy.







- 2 -

GENERAL INTRODUCTION  
Procedures, Scheduling and Scientific Material  
by

Mr. W. McKay,  
District Chief, West,  
Grand Council Treaty #9



## 2. GENERAL INTRODUCTION

Mr. Justice Hartt, today we are embarking on a historical journey. This journey may well determine the future of every man, woman, and child within this province. The Royal Commission on the Northern Environment is an enormous undertaking and needs the meaningful participation of all concerned parties. To assist you in encouraging the full involvement of all Ontarians, we respectfully submit our recommendations regarding the content of your Inquiry.

Mr. Commissioner, your terms of reference are extremely broad. They permit you to look at "any public or private enterprise such as those related to harvesting, supply and use of timber resources, mining, milling, smelting, oil and gas extraction, hydro-electric development, nuclear power development, water use, tourism, and recreation, transportation, communications or pipelines".

However, a detailed study of any, or all of the above will not be accurate without a very comprehensive picture of the history, geography, geology, geomorphology, and climate of this area. This descriptive material will provide the necessary background information, for a focused examination of the economy of Northern Ontario. This regional economy, to be thoroughly understood, must also be viewed in its provincial, national, and international context. A comprehensive study is important from the very beginning, to ensure that all parties see the total picture, before turning to details on a project by project basis.

We are pleased with the Order-In-Council of this Commission. It places particular importance on an investigation into the "methods that should be used in the future to assess, evaluate and make decisions concerning the effects on the environment of major enterprises".

Mr. Justice Hartt, our Declaration, Nishnawbe-Aski, demands that we, the Ojibway-Cree people, take a strong part in the development of these methods. The two existing principle mechanisms for assessment of major development, the provincial Environmental Assessment Act (1975) and the federal Environmental Assessment Act, although defining "Environment" in properly broad terms that include the human, social and cultural dimension, and allowing for Environmental Assessment Board hearings, does not reflect any knowledge of our unique relationship with the land. The entire process is carried out in the South and totally within the bureaucracy of the Ministry of the Environment. The Act pays only lip service to public participation. We suggest that you study the application of the environmental assessment process which took place around the Umex project at Pickle Lake. It is a clear illustration of the failure of the assessment process to deal with human concerns. Both the provincial and the federal mechanisms expect us to prove that the project will destroy our way of life. It is an important principle of our self-determination that this burden be shifted to the developer, who must show not only that his proposal will not adversely affect the totality of our way of life, but also that the project will be for the public good. Drastic changes must be made in the present environmental assessment process. Otherwise history will continue to witness the disintegration of our communities, and the boom and bust cycle which plagues most northern towns. At this moment, even as we make these presentations to you, the governments are employing these inadequate mechanisms to examine specific projects within the mandate of your Commission. If approval is given for these projects while you are holding your hearings, our people will be forced to conclude that this Inquiry is just another bureaucratic farce.

We, the Ojibway-Cree people look forward to exploring with you a new environmental assessment process, one which will safeguard our land and people.

#### PROCEDURES, SCHEDULING AND SCIENTIFIC MATERIAL

A form of procedure must be developed which will provide all the people of Ontario, and especially our people who live north of 50°, the opportunity to express their hopes and aspirations about their future, as well as to inform the Royal Commission as to what has occurred in their past. For this purpose, we suggest that three different types of hearings be held by the Inquiry: Community Hearings, Formal Hearings, and Southern Hearings. Each type of hearing must be considered part of the same process; they cannot be divided into separate processes.

#### COMMUNITY HEARINGS

It is the opportunity to hold hearings in each of the Treaty #9 communities which distinguishes this Royal Commission from just another government study group.

Mr. Justice Hartt, you have heard us refer to the Declaration, Nishnawbe-Aski many times. No doubt, you as many others wonder if the Declaration is a true expression of the desires of the Cree-Ojibway people. Mr. Commissioner, when you visit our communities, when you listen to our people, you will find that the desire for self-determination is part of the soul of each and every individual. Only by visiting our communities will our people have the opportunity to speak to you about our unique relationship with the land, our history, the tragic disintegration of our self-determination under an alien bureaucracy, and our careful plans for the future. In our communities, and ONLY IN OUR communities will you have a proper chance to see, hear and feel these concerns.



There is no point in selecting a few representative communities in which to hold hearings, such an inadequate undemocratic system would be seen by our people as a lack of integrity, and would result in a refusal of these communities to participate in such a hollow form of Inquiry. Without our participation, your Royal Commission becomes irrelevant.

It is, therefore, imperative that you, Mr. Commissioner, hold hearings in every community in our area. All our views must be sought and documented, if the Commission is to accurately reflect all the pertinent facts of Northern Ontario.

This is a very unique opportunity for any Euro-Canadian official. We genuinely hope you appreciate the wisdom, and necessity of personal contact, and accept our hospitality.

In order to guarantee our peoples the opportunity to consider proposals made by the Ontario Government, Reed, Onakawana and Polar Gas, and any other evidence given at the Formal Hearings which affects our future survival as a nation, the Community Hearings cannot be held prior to the Formal Hearings.

It is our submission that the Community Hearings should be held concurrently with the Formal Hearings. Formal Hearings should be adjourned from time to time so that the Commission may travel to our localities to hold Community Hearings. Thus our people in the communities will have an opportunity to answer whatever may be said, by the witnesses called at the Formal Hearings, about the issues relating to their communities. Concurrent hearings would also avoid the potential of there being a loss of interest in our communities, due to the appearance that the Inquiry is dealing solely with dry, technical matters, which may not appear immediately relevant to our people.

The scheduling of Community Hearings must take priority over the scheduling of Formal Hearings. Community Hearings cannot be held before the communities are ready for such hearings.

Some communities will be ready before others. Nor can they be held at inappropriate seasons; for example, when our people are picking wild rice. Community Hearings should not disrupt seasonal economic activities. Because of the heavy workload which the Commission is bound to have, it would be only too easy for the Commission to work out a schedule covering 36 or 48 months without taking into account the requirements of our communities. Flexibility of scheduling must be utilized in order to keep this from happening.

To work out recommendations as to more specific details pertaining to location, scheduling and the procedures to be followed at the Community Hearings, we recommend that a committee be established, whose membership would be composed of those participants who are chiefly concerned with the organizing of the Community Hearings. We are prepared to bring proposals to such a committee, as to the way in which the hearings in our communities should be conducted. We would expect that other participants, representing the interests of other localities in which Community Hearings are to be held, would also be prepared to bring proposals regarding the conduct of Community Hearings in their areas.

Evidence at the Community Hearings would be given under oath.

#### FORMAL HEARINGS

For the Royal Commission to be seen as relevant and meaningful to the people who live north of 50<sup>0</sup>, the formal hearings should be held at a location or locations in Northern Ontario. Locations north of 50<sup>0</sup> are preferable, but both Thunder Bay and Timmins, although they are south of 50<sup>0</sup>, have large Cree-Ojibway populations and would be acceptable to us.

We are recommending that the Commission follow the adversarial approach, because we believe that it is the best method of conducting a fair and thorough Inquiry. The participants must have the right to call their own evidence, and to examine the evidence called by the other participants. Only through this method can the past practises, and future plans for Northern Ontario be put to the test, as to their acceptability to the people of Northern Ontario. The participants (and we are including Commission counsel as a participant) should not present evidence through methods which are not subject to cross-examination.

Generally, we would expect that the participants would lead evidence pertaining to a particular matter being examined at the Formal Hearings. For example, we of Grand Council Treaty #9 would lead evidence pertaining to alternative forms of renewable resource development, which are acceptable to our Cree-Ojibway people of Northern Ontario. Other participants would have the right to lead further evidence on that matter if they so choose.

Witnesses called by a participant would be subject to cross-examination by the other participants. Counsel for the participant calling the witness should be entitled to re-examine.

Evidence should be presented by either an individual witness or by panels of witnesses. A panel could consist of one piece of evidence, such as a scientific report which had been compiled by the panel members, or it could consist of each panelist giving his or her own evidence on the same theme. In either case, the panel would be subject to cross-examination by the other participants.

Commission counsel should have the responsibility of ensuring that all necessary evidence is made available to the Inquiry. If a participant believes that a particular witness, whose evidence is not part of that participant's case, has evidence relevant to a matter before the Inquiry, that witness should be called by Commission counsel. In the alternative, participants should have the right to call particular witnesses whose evidence is not part of that participant's case.

Partial participation should be allowed. A participant should not lose its rights as a participant if it does not wish to participate in certain aspects of the Inquiry.

Evidence at the Formal Hearings would be given under oath.

#### SOUTHERN HEARINGS

It is vitally important that the people of Ontario living south of 50° be given the opportunity to express their opinions, on the implications in their lives of northern development and the plans presented by participants. Southern Hearings should be held after the participants have presented their evidence, so that commentary on that evidence may be sought.

The participants should not be allowed to call evidence at the Southern Hearings.

Evidence at the Southern Hearings would be given under oath.

#### PRODUCTION OF DOCUMENTS, DISCOVERY AND SCIENTIFIC MATERIAL

In order that a complete examination of northern development take place, all documents, plans, studies, reports and other materials in the control of a participant must be made available to the other participants as soon as possible.

Without full disclosure, the Inquiry process would become a farce. Full disclosure must be available from all relevant government departments, whether or not they choose to participate, and from those corporations whose activities are being examined in relation to the northern environment, whether or not they choose to participate. Thus the Commission must have access to all plans and projections prepared by Reed, Onakawana, Polar Gas, Ontario Hydro, to name a few.

The co-operation of certain federal departments should be sought in this respect. Access to federal expertise in areas such as environmental protection and the application of federal review processes to developments in Northern Ontario, the Canada Land and Forest Inventory, migratory wildfowl, fisheries, transportation and Indian Affairs would be invaluable to an examination of northern development, the northern environment and alternatives for the future.

Along with the efforts already commenced by the Commission in listing materials, all of the participants should provide the Commission with a complete list of all studies and reports in their possession or power relating to the Inquiry, including those for which privilege might be claimed. The Commission should be responsible for the providing a list of all studies and reports of any provincial government department which is not a participant as well as all studies and reports of the Government of Canada.

When the lists have been provided, it shall be open to the other participants to demand that any study or report on any list should be produced.

In addition, any participant should be able to request of any other participant a copy of any study, or report whether or not it appears on a list filed by the participant of whom it is requested, and whether or not such a list has already been filed.



We expect the Commissioner to exercise his power of subpoena, should it become necessary in order to have a complete examination of any aspect under study during the Inquiry.

In order to expedite the full and open examination of the issues before the Inquiry, we recommend that every participant, before giving evidence itself or calling witnesses on its behalf, should file with the Commission, at least two weeks before giving evidence or calling such evidence, a synopsis of the evidence of the witness intended to be called together with a list of any reports, studies or other documents to which that witness may refer or rely.

It will sometimes be difficult to comply with such a rule. If any participant cannot comply with it, that should not necessarily preclude the calling of the witness in question at the time the witness is presented to the Inquiry, but the witness should be subject to be recalled at a later date for cross-examination.

This rule could not be applied at Community Hearings, the purpose of which is to let our people speak in their own way and in their own languages. Thus we recommend that this rule would only apply at Community Hearings to witnesses called by a participant.

Copies of the material filed by any participant, or other person or organization, including lists of studies and reports, the transcript of the hearings, which should be free of charge, and copies of the exhibits, should be available for inspection by the public at all Inquiry offices.

The terms of reference of this Commission are extremely broad. Because of the diversity of the problems that led to this Inquiry, this is the way it should be. However, there is

a real problem in ensuring that this tremendous breadth of sociological, environmental, technical, engineering, legal and political knowledge is effectively channeled into this Inquiry.

We have no doubt that Commission counsel can carry a large part of this burden but the other participants, Treaty #9, Treaty #3 and the environmental groups, will need access to this expertise.

It would be a heavy financial and organizational burden, if each participant were to provide his own backup. This would be wasteful and involve much duplication of effort.

The Berger Inquiry had the benefit of an independent Environmental Protection Board (EPB) funded by industry but not responsible to them. These were third party Environmental participants who furnished an effective consortium, and led much of the environmental testimony.

In this present Inquiry, Mr. Commissioner, we understand that various departments of the provincial government will be intervening and presenting their own position.

We still must present our perspective, and it is essential that the balance of scientific and technical expertise outside of the Government of Ontario be presented to this Inquiry.

We put a high value on the environment but we do not consider it appropriate for us to carry the burden of leading non-Governmental Environmental testimony. Neither is it fair to expect the many small, and essentially different environmental groups to carry this burden. However it is a fact that there is a great pool of relevant expertise in the universities, colleges and private industry that is pertinent to this inquiry.



This pool of information must be made available to this Inquiry and the major participants. This is why, Mr. Commissioner, that we are suggesting to you the concept of a tri-partite structure. A structure that we feel would ensure impartiality for all concerned. This panel or board would consist of one appointment from Treaty #9, one from the Royal Commission, and a third appointment to be made jointly by Treaty #9 and the Commission. Upon the appointment of these board members they will establish specific terms of reference, and a time frame which will be submitted to the Commission for its approval. In general terms this board would ensure:

- that a broad based and objective picture of all existing knowledge on environmental matters is channeled into the Inquiry
- that all relevant non-government expertise is tapped
- that individual participants such as Treaty #9 and the Environmental Groups are relieved from the responsibility of co-ordinating and preparing technical/scientific testimony
- that a scientific/technical input is provided for the Inquiry separate from Government and Industry Interests

And to determine the role of:

- senior academics and others from private industry of proven capability
- non-government opinion on forestry management, timber harvesting
- Wildlife Biology, Conservation and management of wildlife such as deer, wildfowl and furbearing animals
- Fisheries Biology and Management
- comprehensive Land Use Planning
- expertise on particular resource development issues, including mining (Geology), Hydro development, Coal Gasification, Energy Demand, etc.
- Northern Community Planning

- Economic Development with particular reference to the creation of a stable economic base

### SCHEDULING

We suggest that the following schedule, for the Formal Hearings, represents a logical order in which the Royal Commission may examine the nature of development in Northern Ontario.

We recommend a starting date for the Formal Hearings of October 1978. This would allow the Commission sufficient time to gather an inventory of the available data on Northern Ontario. In addition, we will commence research on various matters pertaining to the Inquiry, including an inventory of the renewable resources in our Treaty #9 area of the Province. This will form the basis of a viable alternate economy for our people; this is a major step in our quest for self-determination. Just as the Inquiry would not consider examining Reed Paper's proposed expansion, before a forest inventory is completed; we cannot be expected to submit plans for an economy, based on alternate renewable resources, without an inventory of that very basis. This would also allow you, Mr. Commissioner, sufficient time to make the informal visits to our communities.

We suggest that the formal hearings commence with the comprehensive study of Northern Ontario, that we mentioned earlier.

A case study of the history of Pickle Lake, and its surrounding area would be the next appropriate step after the general study. This scrutiny of Pickle Lake will provide an example of the boom and bust syndrome of Northern Ontario, and because of the proximity of Osnaburgh, a vivid example of the effects of development on our people.

A study of the failure of the present environmental assessment, evaluation and decision making process, as experienced in Pickle Lake, must precede the examination of any specific project.

In order to utilize the evidence brought forward in the Pickle Lake case study, we suggest the scrutinization of tourism and recreation, and of transportation and communication, to immediately follow the re-assessment of the environmental process.

The forest industry and the Reed Project go hand in hand, the latter must be examined in light of the resulting evidence of the former.

A detailed study of overall water use and energy planning is an economic must, for it is necessary to know the decision-making routine involved in such projects as Onakawana.

Mining exploration, and its possible environmental effects must be thoroughly scrutinized, in regards to any such project as Polar Gas.

The last phase of the Inquiry would be our presentation of evidence for our communities. This would include our plans and programmes for obtaining our goal of self-determination. Our evidence should come at this stage, because it is the expansion, and documentation of what our people will have told you at the Community Hearings.

We believe that this schedule suggests a reasonable approach for you to follow in conducting the type of Inquiry, which will enable the voice of our people to be heard and understood.

SUMMARY OF SCHEDULE OF FORMAL HEARINGS

1. Northern Ontario - An Overview
2. Pickle Lake - a Case Study
3. Environmental Assessment Process
4. Tourism and Recreation
5. Transportation and Communications
6. Forest Industry
7. Reed
8. Water Use and Energy
9. Onakawana
10. Mining Exploration
11. Polar Gas
12. Presentation of Evidence of Grand Council Treaty #9

PROPOSED DATES FOR:

Southern Hearings - September 1978  
Formal Hearings - October 1978  
Community Hearings - July 1978

CRITICAL AREAS AND CASE STUDIES  
by

Chief C. Okeese,  
District Chief, Central  
Grand Council Treaty #9

- (a) Pickle Lake
- (b) Tourism and Recreation
- (c) Transportation and Communications
- (d) Forest Products Industry
- (e) Reed Paper, Onakawana, Polar Gas
- (f) Water Use and Energy
- (g) Mineral Exploration



### 3. CRITICAL AREAS AND CASE STUDIES

To complement our preamble, we are now going to make a more detailed statement, regarding those areas and case studies we particularly wish you to examine. However it must always be remembered that a scrutiny of these areas and case studies will be fruitless, unless accepted as intrinsic parts of the whole picture of Northern Economic Development. The critical areas and case studies are as follows:

#### (a) Pickle Lake

A case study of the Pickle Lake area, including Central Patricia and Pickle Crow, will provide a clear example of the consequences of the pattern of economic development in Northern Ontario. Pickle Lake is a prime example of a single-industry town, which began without our involvement, and which continuously wrecked havoc on the culture of our people at Osnaburgh, 20 miles to the south.

Gold was found in Central Patricia in the late 1920's; the development of this resource led to further exploration, and the opening of another mine at Pickle Crow in 1933. By the 1940's, the gold supply was almost depleted and both Central Patricia and Pickle Crow became ghost towns by the 1960's.

The cultural and social degradation, which followed the opening of the mines, can be easily explained by the process, which these towns followed to become established. Initially, an airbase had to be built to receive supplies. However, as time progressed, roads were developed to facilitate the shipment of goods more cheaply to Pickle Lake. They were shipped from Sioux Lookout to Dog Hole Bay by barges and then on to Pickle Lake by road.



This was followed by an increase of white settlers who included teachers, technicians and nurses.

The mining community involved our people only to the extent they could become wage-labourers for unskilled positions. No thought was given to training our people, so that they could pursue more meaningful goals within the wage economy.

This participation in wage labour, even for such a limited period, resulted in our people giving up their reliance on our natural resource economy of trapping, fishing and hunting; a reliance that was and is in serious jeopardy due to the increase in tourist hunters and sportsmen, through the access roads. Consequently with the closing of the mines, we became welfare recipients, and lost the pride in a culture which had once been, for us, a source of strength and dignity. Inevitably this loss of pride was marked by an increase in alcoholism, violence, and social disintegration.

Our people were not the only ones to suffer. The mines created air, water and noise pollution. Fish were found floating belly-up, poisoned from the arsenic in the run-off from the mines.

When Umex came into Pickle Lake in the early 1970's, they promised a new regime. Our people were to be consulted, jobs were promised and there would be no pollution. They promised that the earlier practices would not be repeated. Our people of Osnaburgh were to see that history does repeat itself. The consultative process was a sham. For example, a committee of 35 people, organized by Canada Manpower found only five jobs for our people. There has been no meaningful review of the impacts of such a development, and inadequate monitoring of pollution controls. Umex is mining nickel and copper, but these resources are so minimal

that it is believed that this mine will be closed within twenty years. The houses which Umex owns to accommodate their employees can be occupied, only if the employees agree to buy them. Since this mine is also on the road to a boom/doom future, it is ludicrous that housing should be based upon one's power to purchase. When the mine closes, these houses will be worthless.

The housing shortage in Pickle Lake, leading to the great increase in the price of accommodation, is typical of the inflation which comes with the boom cycle in these northern towns. It is our people, and others with fixed incomes, who suffer from this pattern. Reliance on fixed incomes, from welfare, pensions or limited cash incomes from our economy, makes it very difficult to pay for the goods and services now available only at a higher price. The assessment process, that was to examine the Umex project, failed to take into account features like inflation and the increased pressure caused by tourists thirsting after the game, and fish. From our point of view, this assessment process has been a dismal failure.

The Pickle Lake area case study should be used by the Commission, as an example, with which to examine the application of environmental assessment, evaluation, and decision-making processes as they are now practiced in Ontario. It also provides the background for an examination of tourism and recreation, as well as transportation and communications.

(b) Tourism and Recreation

Development projects have the unfortunate habit of requiring and therefore building roads. These roads attract holiday hunters, and cottagers en masse to our beautiful and bountiful land. This uncontrolled onslaught decreases the animal population of the area in question

drastically, and thereby seriously threatening our people's resource-based economy. The long range side-effects of these projects, in this case mismanagement, resulting in the disappearance of game through over-hunting, and the disturbance of their seasonal patterns, must be critically examined.

c) Transportation and Communications

Transportation and communications systems are among the most vital aspects of daily life in our communities. Historically, the only transportation and communications systems established in the north, were those necessary to facilitate resource exploitation and commercial activity. Our needs have never been considered sufficiently important, to justify the provision of adequate services. This has resulted in an exceptionally high cost of living. Truly in our communities, "it's hard not to think of The Bay".

Most of our communities are accessible only by air. Given our reliance on air travel, the inappropriateness of air safety standards, and the failure to effectively regulate those standards that do exist, cause us great concern.

Mr. Commissioner, we are tired of having transportation systems imposed upon us. We have plans for improving transportation in the north, and lowering our costs. We will be presenting these plans to you. We will also tell you of the problems we experience in attempting to compete with commercial operations.

Our communities have suffered from an inadequate communication system. This is now being rectified, but we must consider the costs as well as the benefits. We are not against technology, but we must carefully consider

its impact on our cultural life. It is we, who must control any proposed changes in our life style.

We request that your Commission examine all facets of the transportation, and communication system, because of its crucial significance to our communities.

d) The Forest Products Industry

To ensure the thoroughness of this investigation, we insist on full disclosure of all relevant information, studies, and reports held by all the major forest products companies, and by the Governments of Ontario and Canada.

Against this backdrop, your Commission should examine in careful detail the policies, rules and regulations which govern the forest industry; forest management practices; and the impact of the forest industry on Northern Ontario.

Mr. Commissioner, we feel that a comprehensive inquiry into resource development in the north cannot be effective unless the forest industry is examined in its entirety.

i) Forest Management Policy:

The Provincial Government claims that the forests of Ontario belong to all the people of Ontario. For years, reports have been critical of the management of our forests. Your inquiry provides the only forum for a public review of forest management policy in Ontario. This review should include a history of forest policy in Ontario, the system of apportioning timber resources and licensing among the major corporate interests, the economic costs as well as the benefits of this industry, an analysis of its future viability, and the known environmental hazards. Your Commission will no doubt find it useful to compare forest management policy in Ontario with that of other jurisdictions.

ii) Forest Management Practice:

A more important question to our people than the policies guiding the forest industry is the actual implementation of such policies. We suggest your Commission undertake a thorough on-site investigation of all aspects of forest management practises. You should examine cutting practises, harvesting and re-generation.

iii) Processing of Wood Fibre:

The processing of wood fibre is a major industry in Northern Ontario. The Commission should examine this industry with particular emphasis on pollution controls and abatement, availability of non-polluting technology, its position in the international market, its productivity, recent capital investments and innovations, technologies.

iv) Impact of the Forest Products Industry:

Although the forest products industry dominates the life of Northern Ontario, its impact has been largely ignored. The Commission should study the impact of the forest industry:

- on the environment with particular reference to its impact on renewable resources
- on our people and our way of life, particularly in the light of the Kimberly-Clark and proposed Reed expansions
- on the overall economy of Northern Ontario, including the possible closure of mills

v) The Need for Research:

We anticipate you will find many gaps in the existing



knowledge concerning the forest products industry. Any necessary research carried out by your Commission must be prepared and presented by objective academics and professionals.

e) Reed Paper, Onakawana Development and Polar Gas

The Reed Paper project, the Onakawana Development and the Polar Gas Pipeline are proposed major enterprises north of 50° which will affect the environment. We recommend that the Inquiry make case studies of all three projects.

Reed proposes to cut 19,000 square miles of virgin timber in Northwestern Ontario. It also wishes to build a new forest production mill in the Ear Falls/Red Lake area. Our people's opposition to this project is well known and need not be repeated here. In fact it was the public support of our position against the Reed encroachment into our land, which resulted in the Ontario Cabinet appointing your Royal Commission.

The Onakawana Development is a proposal to stripmine lignite coal deposits in an area covering 12,800 acres located approximately 60 miles south of Moosonee, and to also build a power plant on the site. It would be one of the largest projects, if not the largest, of its kind in the world. The project would directly threaten the economy of our people of the southern James Bay region.

The Polar Gas Pipeline would carry natural gas from the High Arctic, and join the Trans-Canada pipeline network near Longlac. This pipeline will pass near several Treaty #9 communities.

As we have outlined previously, current environmental

assessment legislation is inadequate for the proper examination of any of these projects. Your Inquiry must not examine merely the mill-site or the mine-site. It must examine the effects on our land of Reed cutting over 19,000 square miles, the effect of the roads which are cut into the forest, the effect of the ready access for tourists and hunters on the natural resources which form the basis of our economy. This explosion of foreign activity affects not only our economy but also our social, cultural and spiritual well-being, and the adverse effects are likely to be more devastating, than the pollution which is likely to come from the mill-site or mine-site.

We want to stress again that any separate hearings under the Environmental Assessment Act, or other mechanisms, or any federal hearings into the Polar Gas Pipeline should be delayed, until you have completed your Inquiry. If these projects are allowed to proceed at this time, there may be nothing left upon which to build an alternative economy based upon renewable resources.

f) Water Use and Energy

We have heard of Ontario Hydro's comprehensive plans for the diversion and the development of the Hydro-Electric potential of the northern rivers:

the Albany  
the Attawapiskat  
the Winisk  
the Severn

Our people are apprehensive about this possibility. It would cause massive disruption of land use and community life. It was and is assumed that the land being flooded was and is worth very little. The fish, beaver, furbearing animals and birds that this land produces are ignored, and no one has yet considered the fact that our people live



off this land.

Now, as in the past, there is no consultation prior to the building of any dams. We heard about the dams, when the bulldozers started moving, and when the flooding began. This is not acceptable. We want full disclosure of all plans concerning our northern rivers, and full consultation.

The energy generated in these Hydro projects is used in the south, and to stimulate exploitation of our mineral and forest resources. Ontario and Canada must look for alternative environmentally and socially acceptable sources of energy. To fully understand our peoples' fear of water diversion and Hydro projects, we ask you to examine our past experience at Ogoki, at Mattagami and the experience of our brothers in Northern Quebec.

g) Mineral Exploration

Exploration work appears, on initial analysis, to have no significant impact. However, in the Northwest Territories, people have documented the disturbance to the environment caused by exploration crews and overflights, involved in the search for mineral wealth. Our people too, have noticed changes in game patterns following exploration activity.

We request that the Commission investigate the environmental impact of exploration activities. Our people are seldom informed of up-coming exploration activities. Generally, we discover such activities are underway when we find their bush camps, or when they arrive in our communities, laden with their gear. A process must be developed to remedy this situation.

You will hear from our communities of the activities of Prospection Limited, and International Mineral and Chemicals Corporation who have been working recently in our area.

CONCLUDING REMARKS

by

CHIEF A. RICKARD



CONCLUDING REMARKS

Mr. Commissioner, it is extremely difficult for our people to trust the governing bodies of this country. We recognize that in many instances, regional recognition is restricted to the industrialized areas of Southern Ontario. We cannot help but notice that the wealthy industrialists seem to dictate the priorities in government action.

For over three hundred years, our people have waited for a "just society" in this "land of opportunity". Through the Treaties we made sincere efforts to reflect our desire to live in peace with all Euro-Canadians. This has been extremely difficult. For every sincere gesture that we have extended to our newly discovered brothers, we have known many discouraging, and demoralizing moments. Mr. Commissioner, we cannot begin to find the right words to describe the anger we feel in our hearts, when we reminisce our sad history.

However, with all our tolerance, we will participate in your Inquiry, and we do respect your judicial position. For the first time in history, all the peoples of Ontario, will have the opportunity to create a working partnership for the future.

For many of us it will be the last time we will trust the concept of a government responsible to the people. With, or if necessary without the encouragement of the government, our people will achieve self-determination. Our people have the God-Given right to be free and independent. The rebirth of our nation will happen as prophesized by our legends.

Despite our respect for your judgement, we fear that the government will not act on your recommendations. If this

should happen, it would create a most unfortunate future for all our children. A future of frustration, bitterness, and anger. We know this negative future can be averted through serious consideration of our socio-economic aspirations. In effect, we must be involved in the planning and implementation of all programs that affect our people and our land.

Thank you Mr. Commissioner  
for your attention.

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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**The Northwestern Ontario  
Associated Chamber of Commerce**

PRESENTED AT

**Sioux Lookout  
on  
November 7, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENTAL

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

The Northwestern Ontario  
Associated Chamber of Commerce  
P.O. Box 577  
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PRESENTED AT

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on

November 7, 1977

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7 Nov 77  
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# BRIEF

TO THE

THE ROYAL COMMISSION ON THE  
NORTHERN ENVIRONMENT

MR. JUSTICE PATRICK HARTT

AT

SIOUX LOOKOUT, ONTARIO

NOVEMBER 7 AND 8, 1977

BY

THE NORTHWESTERN ONTARIO ASSOCIATED  
CHAMBERS OF COMMERCE



## C O N T E N T S

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## INTRODUCTION

The Northwestern Ontario Associated Chambers of Commerce comprises membership of local Chambers of Commerce throughout the region, from Wawa on the east, to the Manitoba border on the west.

The Associated Chamber received its charter in 1925, and has been a continuing and active representative for the development, growth and enhancement of both the business sector, and life in the community for the citizen. The thrust of such representation is seen in the submission of the resolutions by our delegations to the Ontario Cabinet once each year. Indeed, the scope of these resolutions ranges from transportation to television, dentists to ducks, subsidies to sales taxes, and even energy to the environment.

The Chamber acknowledges the attention given its presentations by the Government, and therein has gained the impetus for a constant, and urgent, alertness toward the conditions and concerns facing our region and our people.

Certainly not all our activity remains wrapped up in treks to Queen's Park, but rather our Chambers maintain a close and supportive relationship with our local Municipal Councils. Our interests and concerns are mutual, and our aspirations the same, and that is to make the Northwest a warm, satisfying, secure place to live.



This presentation to your Commission, while on behalf of the Northwestern Association, will, in keeping with our charge to you, relate specifically and entirely to the area north of the 50th, and thereby not address itself to the social or economic impact of any of our concerns, as expressed here, on the remainder of the region.

We recognize that no area is in complete isolation from any other part of the region, the province, or indeed the country, but we also submit that no small part of our dilemma in the 'far' north of Ontario is that we are too often, if not consistently outweighed by Southern considerations, and that we find too many assessments thus distorted in terms of our own situation and needs. In this context, Southern means south of 50, and we need only point to (federal) electoral boundaries revisions, the Final Plan for Western Transcontinental Passenger Train Service<sup>1</sup>, or certain (thankfully) ill-fated aspects of the Martini Report of some years ago to demonstrate the basis of this historic frustration.

Further, this presentation will bear direct reference to the Northwestern part of the region under study, for reason of the location of this hearing, and more particularly, to contain our contentions, at this stage, within the competence and scope of our immediate experience, and the analysis we have had the time to make.

However, we would at the same time suggest that they essentially do apply throughout the whole area, and our contentions can



reasonably extend to the eastern portion. Similarly, where the Sioux Lookout experience is cited, it will be for example, but, again, will not be untypical. Otherwise, as special situations are encountered, they will be noted as such.



## PERSPECTIVE

If we are to bewail the oft-accused 'Southern view' of our Northwest, as we have done already in this paper, then we ought also to establish at this point that your awareness of the vast and virgin nature of the region is in fact a real appreciation of what that means in a geographic sense.

Where the growth of Canada embraces the south boundary of the country, so does the development in this region hug the 50th. Of the 47 incorporated communities in Northwestern Ontario, only six lie north of 50. These are located 7, 12, 45, 70, 73, and the newest, Pickle Lake, 104 miles from the line.

The most northerly community in Ontario, and within the area, Fort Severn, is 417 (air) miles from the 50th - equivalent to the distance from Toronto to Wawa. Again, that is NORTH OF 50!

A look at population shows that 90 percent of the people in Northwestern Ontario live south of the line<sup>2</sup> so that the 43 communities and settlements dispersed throughout the north have roughly the population of the Town of Newmarket. This is in an area 20,000 times that of the Southern Ontario town.

Major industries in the region number seven:

- Gold Mines - 2 (Red Lake, Balmertown)
- Iron Mines - 1 (Ear Falls)
- Base Metal Mines - 2 (Ear Falls, Pickle Lake)
- Ontario Hydro - (Ear Falls)
- Sawmill - 1 (Hudson)

Thus, the region can be said to be in its infancy, even con-





ception, or more probably, courtship of its development.



## HISTORY

The history of the region will be fairly well documented in tracing the development from the initial fur trading to the traversing of the land bridge from the head of the lakes to the west<sup>2</sup>, and it need not be repeated here.

However, it should be noted, even emphasized, that the story comprises mainly south of 50.

For the north, the construction of the Canadian National Railway brought the dotting of train servicing and track maintenance stations along the line. These became redundant with the modernizing of railway equipment, and at the present time only Sioux Lookout and Nakina remain as rail operating centres.

Aside from the gold rush to the Red Lake area in the 1920's, and the gold mine at Pickle Crow, the penetration into the north is almost exclusively some 28 Indian settlements. While these were served by the Department of Indian Affairs, and supplied by the annual trek of tractor trains over the years, they have become a real economic factor only in the very recent past. The implementation of the new policy in the 1960's to establish the permanence, and enhance the life on the reserves brought an era of escalating activity, business, and growth for and in the Indian communities. With the building of schools, the provision of ever-increasing health services, the fostering of local government and attendant responsibility, and the



supply and delivery of new facilities and services (housing, communications, medical services, training and education, electricity, equipment, fresh and expanded varieties of foods, etc.) a significant impact was felt on the whole region in jobs, business, and transportation.





## EVOLUTION

The initial penetration of the region by the railway construction brought its development essentially by default in that the purpose was merely to traverse the area on the way west. So long as there were bearskin hats for the Grenadier Guards, and as gold lost its gleam, the area sparked little interest beyond that it remained as one last refuge for the frontiersman, be he missionary, prospector, or fly-in fisherman. A ghost or two of a paper mill hovered, and then disappeared.

A drastic threat to the railway character and sustenance of the railway towns came with the dieselization and run-through programs in the late 50's and early 60's. However, while the small section hamlets succumbed, the two larger centres, Sioux Lookout and Nakina, had some offsetting effect from additional running crew jobs due to heavier traffic on the railway. With the potential for increased railway employment thus absorbed in recovery, there still remains a significant C.N.R. presence in the two communities, but that dependence continues to be precarious as proposals for centralization and withdrawal of certain services (passenger, servo-centre, express) loom imminently.

From some sort of early illusion that forest resources give rise to wood processing, a number of plants did operate in the area - Patricia Lumber, and Canada Creosoting Company at Sioux Lookout. But again, that monster (economics) lurked, gobbled up the industry, and left only timber limits assigned to the Great Lakes Paper Company in the one case, and a field of cinders in the other.



At the same time, however, the Town has survived the set-backs, and while it has not grown in any dramatic, or even appreciable fashion, it has maintained a slow and steady, if minimal, expansion. The business community, while not declining in that there is fairly steady upgrading, some enlargement, and full utilization of business space, has seen only three new establishments built in recent years (one motel, one building supply centre, and one marina). At the present time the real and significant business expansion is in the air transport industry, where although the number of carriers is only now beginning to grow, there have been major changes in the type and capacity of aircraft used, and with the frequency of aircraft movements.

It should be acknowledged that the saving of the community is to be attributed largely to the activity of government services. The Indian Affairs and National Health and Welfare programs have been mentioned previously, and in addition, a Canadian Forces station (Pinetree Line Radar site) has provided a significant, if not crucial, boost to the economy of the Town in armed forces personnel, business, and civilian jobs at the base. Thus, we can thank the Indians and Russians.



## CONCERNS AND ISSUES

CONCERNS: Projection of the area as one of deprivation of the amenities to attract and hold workers, and where domicile is only at a price of income, living cost, services, conveniences, security, or enjoyment.

Dictating by economics in the provision of services (transportation, communications, etc.) and consequent withholding, downgrading, or withdrawal thereof.

Drawing away of the youth from the area for educational and career opportunities.

Means to encourage small, independent initiative in undertaking resource or business ventures, and the consequent fostering of local entrepreneurship as a basis for business or industry geared to the resources, or for manufacturing where proximity to raw material or market is not the governing factor.

Support that recognizes the remoteness of the area to be developed, and the stage of development it is in.

Uncertain progress in the utilization of the natural resource, and positive steps ensuring that the region not be raped and exploited in the name of enticement, oversight, short-run economic relief, or



contrived lack of alternative.

Implementation and strict enforcement of present technology, and research, in management and use of resources from the outset to preserve and perpetuate renewable yields.

Legacy from removal of non-renewable resources.





## ISSUES: Services:

Transcontinental Passenger Train Service - Final Plan<sup>1</sup> proposal to withdraw the service, and reroute it where it will parallel all of train, bus, road, and air service.

Air passenger service - proposed withdrawal of jet service at Dryden; connection into regional service network (NorOntAir).

Canadian National Railways - proposed withdrawal of car servo-centre, downgrading of express service.

### Manpower and Labour Pool:

Problems of turnover, training, performance, shortages, and needs - analysis of the problem of getting and holding manpower in Northwestern Ontario<sup>3</sup>.

Canadian National Railways - relocation of jobs to Winnipeg (service and running trades), with further consequence of removal of new job opportunities in the area (Sioux Lookout).

Great Lakes Paper Company - use of cutting area camps, and policy to decline assistance to employees to domicile in communities.



## Transportation:

- a. Roads: Existing roads - urgency to maintain an ongoing priority for upgrading to modern, safe, highway design and standard.

Surfacing and resurfacing as required.

- b. Rail: Downgrading of services (see Services above).

Pickle Lake - proposed corridor entertains an alternative to cross over an existing line<sup>4</sup>.

- c. Air: Airfields (at central distribution points) - upgrading to meet and not stifle potential in expanding air transport (length and standard of runways, navigational aids, services).

Airstrips - upgrading to accommodate the advances in type and size of aircraft using them.

Navigation - urgency for immediate provision of complete system of



navigationa1 aids so that this area does not continue to remain unique in the lack of these safety measures. (upgrading, increasing of power, and relocating where necessary of existing aids; provision of O.M.N.I. system).

Highways in the Sky program - continue and update where necessary.

Air services - withdrawal of service (see Services above).

#### Forestry:

Timber limits - essentially total commitment to large paper companies.

Management units for independent operators almost depleted.

Woods operations for local initiative - insufficient and inadequate limits, and stifling by lack of limits and/or restriction of species.

Wood processing in the area - means of accommodation and encouragement.





Preservation, utilization, and yield -  
implementation of Land Use Strategy.<sup>5</sup>

Regeneration - full implementation of  
forest regeneration procedures.

Mining:

Exploration and development - implementa-  
tion of Land Use Strategy.<sup>5</sup>

Non-renewable resource - contribution of  
mining companies in kind to enhance the  
stability of the mining or domicile community,  
and leave a return in the area for the  
resource removed (housing, facilities,  
recreation, etc.).

Mining community - use of existing communi-  
ties as opposed to bunkhouse accommodation  
or construction of new communities.

Tourism:

Accommodations - alleged redundancy of  
concept of catering to fishing and/or  
hunting but not to all-round family  
vacationing.



Facilities - suggestion some accommodation not up to standard of decor and convenience expected by the present-day tourist.

Fishing - depletion of fish.

Tourism - conflict between attraction of outside tourist for tourist dollars against preservation and restriction for use for local recreation.

Cottaging - conflict between lake use for commercial tourist establishments against private cottaging.

Other:

Professional services - difficulty in attracting the professional so that medical, dental, legal services, while available, are inadequate, necessity to travel to other centres for treatment or service.

Care - aged, nursing home, or similar care requires relocation of the individual to other centres.



## SUMMARY

This presentation is given for the purposes only of information and identification as both the basis upon which the Northwestern Ontario Associated Chambers of Commerce is participating in the study of the Northern Environment, and to set out for whatever use it will be in direction and guidance to you, the concerns and issues as we see them at this time.

Certainly it does not, nor has it been intended to, state our position, assessment, or conclusions on any of the contentions listed. We believe this is in keeping with the intent of the present round of initial meetings, and that the opportunity will be given in subsequent hearings for the processes of presentation, elaboration, and documentation of cases.

We are grateful for the privilege of addressing the Commission, and we concur that this procedure of introduction is an orderly and productive manner in which to proceed with the fairly monumental task you have before you.

*SUBMITTED BY*  
*Arnold L. Berbe*



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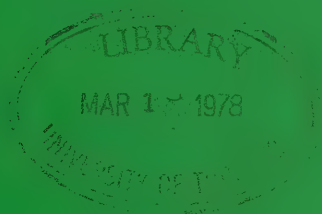
SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**Walter Thompson**

PRESENTED AT

**Sioux Lookout  
on  
November 7, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO

THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

Mr. Walter Thompson  
38 King Street  
Sioux Lookout, Ontario  
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PRESENTED AT

Sioux Lookout

on

November 7, 1977

ROYAL COMMISSION  
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TO

Royal Commission  
on the Northern Environment

38 King St  
Sioux Lookout, Ont  
7 Nov 77

Sir:

I would like to bring to your attention some of the monumental problems of today's prospector.

First. #1. Trying to obtain risk capital. This is impossible due to government red tape and the cost involved to get a company formed.

#2. Mining claims. There has been no change in the amount of work required to get a mining claim ready for survey and lease regardless of today's costs. It's still 200 days work and a survey. That's 28½ weeks work seven days a week or 40 weeks at five days a week. Then comes a survey-\$800.00 more dollars required. After that you must get a licence to mine this claim. The total cost involved today is approximately \$12,000 on a do-it-yourself basis. When I inquired if I could ship a bulk sample of ore and use any money obtained from this ore to use on the claims in question, the answer was emphatically "No". Prospecting is dying due to high costs and government red tape.

My suggestion for a revival is as follows: one, cut down on the days of work required per claim to sixty days and a survey; two, under the supervision of the local government geologist allow the prospector to remove a bulk sample of up to 90 tons "a gondola car load" and ship this ore to a mill of his choice and use the money obtained, if any, to do further work on his claims; three, bring back the government prospecting classes that they used to run a few years ago to get the young people interested in something other than the poolroom and street corners. These classes should run for five evenings every three months in all northern towns and northern communities.

Yours

Walter M. Thompson



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

THE ONTARIO FOREST INDUSTRIES  
ASSOCIATION

PRESENTED AT

**Sioux Lookout**

**on**

**November 8, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

THE ONTARIO FOREST INDUSTRIES ASSOCIATION

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PRESENTED AT

Sioux Lookout

on

November 8, 1977

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*Ontario Forest Industries  
Association. Bob Langille  
8th Nov 77  
Ag. 1000*

SUBMISSION TO:

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

FROM:

THE ONTARIO FOREST INDUSTRIES ASSOCIATION

Sioux Lookout, Ontario  
November 8, 1977





## P R E F A C E

This presentation is given by the author in the full belief that it represents the thinking of the member companies of the Ontario Forest Industries Association. It has not been possible to obtain ratification from the Board of Directors due to the shortage of time.

To aid you in allotting suitable weight to his comments, the author wishes to mention his biases. He is favourably disposed toward the northern forest industry because of family roots in North Western Ontario for three generations and many years of work for the forest industry as a professional forester.

His purpose today is simply to establish with you the O.F.I.A. presence, to briefly inform you of the industry and its people, and to offer suggestions for your inquiry.

A more formal, comprehensive brief will follow in the future.



Mr. Commissioner:

THE ONTARIO FOREST INDUSTRIES ASSOCIATION

The Ontario Forest Industries Association was organized in 1943 from among the many companies in Ontario which harvested timber from lands owned by the Crown. The membership includes companies ranging from the giant pulp and paper companies to some very small independent sawmill owners. The products from these companies are varied in number, use, and forest raw materials required.

Newsprint, market pulp, fine papers, liner-board and other such fibre products can be made from certain tree species of almost any size and shape and can also be made from residues of other mills operations such as chips from lumber mills. Lumber and veneer products are considerably more demanding in the size and quality of the raw timber required.

This Association has, over the years, acted as the vehicle by which industry-wide problems are taken to the Provincial government. At present, for instance, an O.F.I.A. committee is engaged in a series of meetings with foresters of the Ontario Ministry of Natural Resources which will eventually produce an environmental



guideline package for forest operations to satisfy those environmentally-oriented members of the public or government and yet be economically feasible.

### THE INDUSTRY

The forest industry of Ontario employs 78,000 people directly in the woods and mills as well as another 80,000 in supplier and service industries dependent on the forest industry. In other words, 158,000 Ontario breadwinners depend on the forest industry.

In 1973, the industry sold shipments totalling \$2.58 billion. Of this \$689 million went to direct wages and salaries, and the balance went to other needs such as fuel, supplies, electricity and raw materials. More than \$650 million of new foreign money came in to our economy in that year due to Ontario forest products being exported.

To summarize, the forest industry of Ontario converts a renewable natural resource, our forest, into money which provides a living for many Ontario residents, pays for many Ontario goods and services and brings new money into our economy.





In so doing in the past, it has provided many new jobs in N.W.Ontario (76% of economy) and has upgraded the standard of living in the North. At the same time it has enhanced the environment by substituting healthy young growing forest for overmature decadent stands, providing better habitat for wildlife and provided free access to recreationists and other users of the forest.

#### MANAGEMENT OF THE FOREST

In your inquiry, most of the companies in which you will be interested are the pulp and paper companies that hold major licences in the areas near or north of the 50th parallel. Without exception, the chief woodlands executives of these companies are professional foresters. Therefore, the operations of these companies are based on knowledge of the forest and forest management. The ultimate welfare of all of these companies depends on the quality of forest management that is practiced upon its operating area.

Logging operations are well planned undertakings. Ten-year plans, five-year plans, and annual plans are all submitted to the government for approval before a stick can be cut. The



companies know the stands they are cutting, know that they are the right age, know what volumes they can expect, know what measures must be taken after cutting to ensure regeneration of the second crop. Of course the physical aspects of logging are also well-planned. The location and construction of roads, the construction of bridges, culverts, dumps, piers, landings and camps all require planning.

Before going any further, Mr. Commissioner, it is important that you understand two or three terms that are basic to forest management.

"ALLOWABLE CUT" is the volume of wood that man may remove from a forest each year which, when added to losses due to fire, insects and disease, will just balance the volume of wood grown in that year.

"SUSTAINED YIELD" is a system whereby a forest is so managed that the allowable cut is harvested each year, and the same or equivalent area is regenerated to a second crop. The harvesting is so planned that, by the time the whole area under management has been harvested once, the first areas cut and regenerated are once more ready for harvesting.



The important concept to understand is that man, approaching a natural overmature forest for the first time as is the case in Northern Ontario, can convert it into a healthier, younger, more productive forest by harvesting only the allowable cut each year and by ensuring regeneration of the second crop.

This can be done without damage to the forest resource. Indeed, its value will be enhanced dramatically in terms of dollars, wildlife habitat and, yes, even aesthetics once the new crop has grown enough to cover the scars of logging.

In Northern Ontario, man is only part way through this first conversion. In our climate, it takes 100 years to grow a spruce tree to maturity. Hence, from the start it will take man 100 years, harvesting the allowable cut before the first rotation is complete and he can start over the same area for the second time.

The keys to success are:

1. Harvest no more than the growth will allow;
2. Ensure regeneration of each area harvested.



In a broad sense, this is the pattern upon which Ontario forest management has progressed.

Up until two or three years ago, the annual cut of softwoods was only 50% of the allowable cut and in hardwoods 11%. So that when industry needed more wood, it could simply negotiate a license for more area. Now, however, because so much productive forest land has been reserved from logging, suddenly there are few uncommitted areas left and the annual allowable cut on the area left for logging is being almost all used. Productive forest available for logging declined from 105,000,000 acres in 1966 to 60,000,000 acres in 1977.

Now if there is a need to expand production, more fibre must be grown on each acre. There are different ways to do this but it all starts back at the absolute requirement to regenerate. Over the years, the history of regeneration in Ontario by the industry up until 1962 and by the Provincial government since then, has not been consistently at a high enough rate to ensure sustained yield. There hasn't been the incentive to allocate enough money at budget time. Ontario is presently at a turning point in the history of forest management. From now on,





there is an urgent need for intensive forest management whereas before there was always more wood "just over the hill".

You may wonder at the large areas required to supply a modern pulp mill. In today's world, a mill must be large to compete. A large mill requires a large annual wood order. When annual tree growth is small as is the case north of 50°, then it requires more acres to grow the allowable cut required.

Some of the companies in Ontario have licenses in the 10,000 to 12,000 square mile range. As you go farther north, the growth rate decreases so the area required is larger. As you go south, the area decreases. For example in Brazil, a similar sized pulp mill is about to start up next year based on only 250 square miles.

Some people have been reported in the press as saying that the proposed Reed licence should not be granted because it is the last large uncommitted area of forest in Ontario. To most foresters, that is no argument. It has a potential to improve the lives of residents of Ontario. It will not be a forest destroyed.



It will be a forest improved. It will become part of the useful working forest of northern Ontario instead of remaining unused and a wasted potential.

Also reported in the press have been expressions of concern from the native people that their way of life will suffer. Naturally they are concerned. We all worry about the unknown and about change.

It is suggested that they might be equally justified in welcoming a new operation as an opportunity to improve their life.

For many years, a company's woodlands headquarters has existed at Longlac between two Indian reserves. This generation was the first to have much contact with the white man. Certainly, it was a culture shock and some couldn't handle it. But many others could and did. They became some of the steadiest employees. They found some advantages to a regular pay cheque. Their families flourished and their living standard improved.

Living off the land can be a harsh life.



Some of the Hudson Bay Company logs have recorded winters of starvation and death among the native population in the days of the fur trade and before.

A new forestry development need not adversely affect their lives. Indeed, it can provide an opportunity to improve their lives.

#### TO SUMMARIZE THIS SECTION

The industry has lost much of its potential allowable cut to wilderness reserves, park reserves, nature reserves, fragile sites and other reserves to the point where, in a few years, the allowable cut will not be much greater than the production.

For the industry to expand, to further bolster the economy and provide jobs (both desirable objectives), a greater allowable cut must be made available. This can be done in two ways. Whatever timber resources there are north of 50° should be made available. Also, more intensive forest management must be practiced throughout Ontario's forests to grow more fibre on each acre that is now





available for logging. If these two measures are accomplished, Ontario's forests will be able to handle its share of world demand for many years to come.



## INDUSTRY - INFLUENCE ON COMMUNITIES

The trend in industry today is toward commuter operations rather than live-in camps. This means that men live at home with their families. Each day they travel to and from work - distances up to fifty miles. This concept has had a remarkable influence on the work force in our industry. Younger men, attracted by year-round employment, have made woodworking their career. They have acquired the skills needed in a modern-day logging operation with its emphasis on heavy mechanical equipment. They build homes in the small towns near the operations. They are able to raise families, support churches, pay taxes and elect municipal governments.

In other words, they are now able to lead more normal lives than before. Some companies, because of geography, must still maintain live-in camps. These camps, by the way, are a far cry from the traditional old-time logging camp. Most of the men in these camps, too, have homes in nearby communities and are home at least on weekends.

A modern logging operation then, will have great effects on small communities in



the area. Increased population brings an increased tax assessment base, better school and road grants, more amenities, more service industries. Many of the towns in Northern Ontario now have originated or at least blossomed as a result of the forest industry. The costs of the services, such as water and sewer, roads and schools, required to start communities will probably inhibit the growth in their numbers. Rather, the populations of existing communities will increase as the industry expands. This can be beneficial for communities that originate as mining towns. When ore bodies become depleted, as they all must, many mining towns survive only because of the presence of the forest industry. Here the renewability of the forest resource is a major factor in maintaining continuity of employment in the North.

#### INCENTIVES

While it is true that wages in the forest industry are good, the climate in the North is harsh and life in the small northern communities is relatively isolated. As amenities and opportunities in the larger centres of the south increase, it will



become more and more difficult to attract capable young people to spend their working lives north of 50°.

The Russians have met this problem. In Siberia, several large cities have been maintained for years by a system of tax incentives, high pay and good subsidized housing for young families.

The industry, competing in world markets, cannot consider offering such incentives over and above a good rate of pay which is already 21% higher than those in the U.S.A., its greatest competitor. The use of federal and provincial funds is probably the only possibility.

#### RECOMMENDATIONS

1. It is recommended that the Commission, during the next three years, arrange for a tour through the logging operations of one or more of the interested companies to see at first hand the influences of the logging and regenerating operations on the forest environment. Such a tour may





easily be arranged through the company itself or through the O.F.I.A. office.

2. It is recommended that the Commission research the Russian methods of incentives to encourage people to live in the North. If incentives suitable for northern Ontario can be found, the Commission should strongly encourage their implementation by Ontario government and/or Federal government.
3. It is recommended that the Commission investigate some of the negative factors that inhibit growth in the North. High freight rates, high costs of living, high cost of transportation are examples. The Commission should make strong recommendations to the Ontario and/or Federal governments to remedy the negative factors.
4. It is recommended that the Commission encourage development of the forest industry north of 50° to its fullest possible extent for the benefit of the local people, and the benefit of the whole Ontario economy.



The O.F.I.A. is grateful for the opportunity to be heard before this Commission. It will co-operate wherever possible with the Commission to accomplish its objective.



ONTARIO FOREST INDUSTRIES ASSOCIATION

Member Companies - 1977

Abitibi Paper Company Ltd.  
Abitibi Lumber (Hudson) Ltd.  
Algoma Central Railway  
American Can of Canada Limited  
Arrow Timber Company Limited  
Canada Veneers Limited  
Consolidated-Bathurst Limited  
Domtar Woodlands Limited  
Domtar Woodlands (Lumber Division)  
Dubreuil Brothers Limited  
E. B. Eddy Forest Products Limited  
F. B. Eddy Forest Products Limited (Lumber Division)  
Eddy Match Company Limited  
Field Lumber Limited  
Gillies Brothers Limited  
Grant Lumber Company Limited  
G. W. Martin Lumber Limited  
Herb Shaw & Sons Limited  
Kimberly-Clark of Canada Limited  
Levesque Lumber (Hearst) Limited  
McRae Lumber Company Limited  
Midway Lumber Mills Limited  
M. J. Poupore Lumber Co. Ltd.  
Multiply Plywoods Limited  
Murray Brothers Lumber Company Limited  
Newaygo Timber Company Limited  
Ontario-Minnesota Pulp & Paper Company Limited  
Reed Ltd.  
Rudolph-McChesney Lumber Co. Ltd.  
Spruce Falls Power & Paper Company Ltd.  
Texasgulf Inc.  
The Great Lakes Paper Company Limited  
The Ontario Paper Company Limited  
UOP Manufacturing Limited  
Weldwood of Canada Limited  
Weyerhaeuser Canada Limited  
William Milne & Sons Limited





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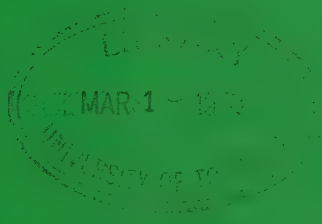
BY

The Great Lakes Paper Company,  
Limited

PRESENTED AT

Sioux Lookout  
on

November 8, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

THE GREAT LAKES PAPER  
COMPANY, LIMITED

PRESENTED AT

SIOUX LOOKOUT  
ON  
NOV. 8, 1977

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BACKGROUND PAPER FOR ORAL PRESENTATION TO THE Royal Commission on the  
INITIAL MEETING OF THE HARTT COMMISSION Northern Environment  
This exhibit is produced by

*Great Lakes Paper Company*

this 8 day of Nov 1977

*A. J. [Signature]*

## INTRODUCTION

I intend to speak to you today about the Great Lakes Paper Company in the context of your commission's investigations in the northern part of Ontario. Our company, Thunder Bay based, has only recently become involved with woods operations in the study area, as a result of recent expansion. Two new camps, southeast and northwest of the hamlet of Savant Lake were established and began producing early in 1976 and at the beginning of 1977 respectively. With this recent exposure to the study area I cannot speak with authority on the northern environment, but we do have years of experience as operators and a long background in forest development. It is with these credentials that I would like to talk to you about our company.

The Great Lakes Paper Company, Limited manufacturing facilities are located on a 345 acre site on the Kaministiquia River in Thunder Bay. This is headquarters for the mill and woodlands divisions both, with executive and administrative staffs located on the site. The groundwood, sulphite and newsprint mills are contained in 47 buildings with a floor area of approximately 12 acres. In addition, there are two kraft pulp mills, a stud lumber mill and a particleboard-waferboard plant on the site.

## VOLUME AND EXTENT OF OPERATIONS

### Newsmill, Groundwood and Sulphite

The company operates four large paper machines with a total capacity of 415,000 tons of newsprint per annum.



Wire width on these machines ranges from 265 inches to 344 inches; speeds range from 1700 FPM on the older machines to 2300 FPM on Number 4 machine.

In addition to providing newsprint for some 150 pressrooms in the United States, the company is a major manufacturer of bleached kraft pulp.

The primary method of transportation to customers is by rail and during shipping season a combined rail-water transportation system operates between Thunder Bay and Superior, Wisconsin, which is designed to improve our service to customers.

#### Kraft Pulp Mills

The kraft pulp mills are contained in buildings with a floor area of approximately 13 acres.

The kraft mills operate 24 hours per day, seven days per week and have a capacity of 1,350 tons per day.

Wood chips are converted to pulp in <sup>two</sup> Kamyr continuous digesters. Bleaching of pulp to its whitest form is accomplished in six stages in "A" mill, five stages in "B" mill.

The kraft mills are among the most up-to-date plants of their kind in Canada, and can produce a top quality product in a competitive marketplace.

#### Stud Lumber Mill

Stud lumber is cut from selected jackpine and spruce logs, kiln dried, planed to the standard 1 1/2 to 3 1/2 inch size and precision end trimmed in





### Stud Lumber Mill (Cont'd)

varying lengths, from seven to eight feet, to meet customer requirements. The mill has an annual production capacity of a 100 million board feet.

### Particleboard-Waferboard Plant

Particleboard is made from waste wood, such as shavings and sawdust, bonded with a resin and subjected to heat and pressure to make a finished sheet four-by-eight feet. The thickness can vary from 1/4 to 1 1/8 inches depending on customer requirements. Particleboard is used for furniture and cabinets, and is often overlaid with an attractive veneer. It can also be used for floor underlayment.

Waferboard is produced from poplar logs which are automatically cut into wafer-thin strips from 1 1/2 to 2 1/2 inches in length, dried, sprayed with wax for water proofing and coated with a powdered phenolic resin which binds the wafers together when heat and pressure are applied to the 20-by-8 foot mat. The finished waferboard, which can measure 1/4 to 3/4 inch thick, is cut into 4-by-8 foot sheets, stacked, then banded for shipment.

### Woodlands Division

Great Lakes Paper Company maintain a modern woodlands division.

In the 14,485 square miles of forest area the company holds under license, it operates 13 major fully modern woodlands camps which are engaged in harvesting pulpwood from forest areas assigned by the government of the Province of Ontario. All areas are located within a radius of 200 miles from the mill in Thunder Bay.

The woodlands division is organized to deliver one million cunits of spruce, balsam, jackpine and poplar annually and in addition, carries out integrated harvesting operations producing saw logs, high-grade plywood bolts and poles etc. for other wood-using industries.



The company has built and maintains some 1,525 miles of all-weather gravel roads in its forest area and is continuously extending this network year by year.

### Environmental Control

Our company has pressed ahead with environmental programs and accomplished a great deal despite the high cost and complexities involved. The first application of its kind in the world, our new kraft pulp mill incorporates the Rapson-Reeve closed cycle concept which is intended to virtually eliminate the need for water pollution control facilities. This new system is designed to provide for recycling of pulp processing wastes within the mill, with the ultimate objective of discharging only essentially clean water, used for cooling purposes. Such water does not come into contact with chemicals or pulp. The company's efforts were recognized recently in the United States where we received the first U.S. National Environmental Industry Award for outstanding achievement in water pollution control. This award is jointly sponsored by the President's Council of Environmental Quality, the Environmental Protection Agency and the Industry Environmental Council. We also received a 1977 Imagineering Award from Pollution Probe, a Canadian organization.

A leader in the field of environmental control, Great Lakes began in the early 1960's to incorporate the latest pollution abatement techniques in the design for its first kraft pulp mill. By 1967 a primary effluent control system for the mill was in operation and in 1971 similar facilities for the news mill were completed.

Air management controls based on the most up-to-date technology available went into operation when the kraft mill opened in 1966. A number of modifications were necessary however, before the odour control system was able to reach its



present efficiency. The company has continually sought ways of improving existing facilities and in so doing, has added much to technology in this field. Since the beginning of 1964, the company has spent over thirty million in environmental control.

We have, by utilizing ~~xxx~~ available technology plus nearly a decade of operating experience provided air management facilities in our new kraft pulp mill as efficient as any system of its kind. In environmental matters the company continues to work closely with both provincial and federal authorities with a stated intention to meet present and foreseeable future regulations.

In 1971 the company added a new dimension to the abatement facilities with the introduction of a solid waste disposal system that incinerates debris from the woodroom and sludges resulting from the effluent settling processes without causing air pollution. This was the first time this system was used for the purpose and it is now being considered for use in communities as a means of garbage disposal, as well as other uses.

A further advance was made early in 1975 with the introduction of the company's new high-yield sulphite pulping system. This method provides more complete use of wood fibre and less use of chemicals resulting in environmental improvements in our sulphite plant.

#### Employment & Economic Impact

Our company employs 2,010 people in mill manufacturing operations and 1,055 people in the woodlands work force. Total number on the payroll at the end of 1976 was 3,471. Expenditures on wages and salaries in 1976 were \$50 million; material and other non capital items amounted to approximately \$75 million; most of which is spent in the Thunder Bay region, 90% in Ontario, thus helping to support a number of other industries, which in turn provide more jobs.





Note that 1976 represented only 10 months of full operation because of the mill strike. The economic impact of an operation this size on Thunder Bay is a major one from the point of view of providing job opportunities, wages and demand for goods and services. Woodlands operations located strategically throughout our licensed lands include 13 camp based and four commuter production units, which provide jobs for residents of smaller communities from Hurkett on the east to Dinorwic and Sioux Lookout on the west. In addition, our company buys purchase roundwood and sawmill chips from independent regional producers.

#### Operations in the Study Area

As mentioned earlier, the recent expansion of mill facilities has brought two new woodlands operations to the Savant Lake area. Camp 700 located five miles southeast of the village and 701 located 18 miles northwest are large and modern live in facilities which can house up to 120 workers and staff in single room accommodation. Each of these units is capable of producing up to 75,000 cords of wood annually. A new rail stockpile and loading spur has been constructed for transshipment of pulpwood near camp 700 on the CN east of Savant Lake. This spur incorporates 5,500 feet of trackage and is capable of storing up to 50,000 cords of pulpwood. Extensive road construction has taken place to serve these new areas, most significant of which was extension of the Marchington road linking Sioux Lookout with Highway 599. This project was a joint undertaking between the company, the Government of Ontario, and Canada through the Department of Regional Economic Expansion.

At the present time over 200 people work out of these camps including about 40 Sioux Lookout residents who commute weekly to Camp 701. Future plans envision another operation to come on stream in the early 1980's. From this operation wood will also be delivered to Savant Spur for transshipment to the mill at Thunder Bay.





Camp 327 is currently cutting part of its quota of pulpwood and logs just south of Sturgeon River and west of Highway 599 north of the 50th parallel. Successive cutting operations are scheduled to take place in this block over the next five years, on the northern fringe of this camp's area of operations. In the Graham working circle, Camp 603 is close to the southern boundary of the study area and will continue to operate there for the next five years.

### Philosophy of Operations

Our plant in Thunder Bay is considered a major forest products complex, one of the largest in North America, and as up-to-date and efficient as any.

With our newly enlarged capacity for top quality bleached kraft pulp, modern facilities for the manufacture of stud lumber and board products, a well-established, efficient newsprint mill and highly mechanized woodlands operations, we are in position to take advantage of a much wider range of marketing opportunities than ever before.

Having first-rate facilities, however, is not enough. Our greatest assets are the people who must provide leadership and effectively administer our operations to ensure that we extract full value from our production capabilities. We have a well-trained work force, many of whom are long-term employees, some second and third generation Great Lakers. A number of new employees have joined the ranks in recent years as a result of expansion and brought new skills to the company. We continue to conduct training programs to up-grade employees' working skills and increase their opportunities for advancement. We also endeavour to improve the channels of communication with our employees to keep them abreast of developments in the company and in the industry.



We are determined to maintain our position as a progressive and economically viable company. For many years we have sought to keep abreast of new developments and have introduced such concepts as centralized wood handling and processing, fully mechanized roll wrapping and handling in our newsprint finishing operation, and many other innovations which have all helped to improve the efficiency of our manufacturing processes. We are making growing use of computers as operational tools to control and monitor the various phases of our production lines. At the same time we continue our efforts to minimize waste and provide for greater recycling in order to make more complete use of fibre resources.

In woodlands too, the major thrust has been towards mechanization. There has been a virtual revolution in woodlands operations since the horse-drawn methods of the 1950's. Today about 80 per cent of our woods operation is mechanized using the most sophisticated equipment available for bush operations and there is scarcely a vestige left that is reminiscent of the former era. We are alert to new concepts in woodlands mechanization and work closely with suppliers in the development of mechanical systems that will improve productivity, which is essential in order to remain competitive.

The objective of our forest management program on licensed lands has been to work towards a growing stock balance to permit continuous production of tree crops and eventually a sustained annual yield of forest products, at a level commensurate with the intensity of management economically possible. This is effected by means of physical improvements, i.e. roads for access and transport, as well as attractive camps, and commuter operations providing year round employment; by increasingly higher standards of utilization, by protection from insect, disease and fire, and by regeneration treatment following logging as required. We believe that other users should have the right to be in the



forest, and our access roads provide recreation opportunities for north-western Ontario residents, as well as those who come from far away.

### Future Plans

Our plans for the area under study by this commission involve developing the northern portion of our timber license in order to realize the full productive potential of a regulated forest, and meet the fibre requirements of our processing plants in the future. I have already described our very recent entry into the area around Savant Lake and the possibility of establishing another operation within 5-years. We shall be developing these areas with roads for cutting operations, year by year. For your information, a new inventory survey was conducted on this area in 1976 using 1975 and 1976 aerial photography. The compilation of this forest data is now in its final stages and will be available to us to guide our management planning during the next decade.

### Influence of Past Operations

Great Lakes Paper formed its Woodlands Division in the nineteen thirties, and began to produce pulpwood for consumption by its newsprint mill, and logs for area sawmills from licensed lands which included the Black Sturgeon working circle and part of the Mattawin limit. In the early nineteen forties development began in the Dog River and English River working circles where access roads were constructed and camps built. The primary delivery systems at this time were based on river driving. Age class of the timber largely dictated harvesting location since there was a surplus of overmature wood on most of the areas, which had to be utilized before it was lost to disease or fire.





A significant step in organization for management occurred with completion of the first forest inventories in 1950. Successive mill expansions have taken place since that time, and in response to increased fibre demand the Mattawin working circle started to be developed with a road system in the mid-fifties, the Brightsand working circle in the mid-sixties, and recently the Caribou working circle, north of the C.N.R., in the mid-seventies.

The early stage of forest management activity has taken place in phase with this development period. A first reinventory took place in the early nineteen sixties, and, as I have already mentioned, we are currently conducting the second reinventory of timber and forest land resources. Large scale forest regeneration programs began on licensed lands about 1965 with the program being stepped up to a higher level after 1973. During the same period the establishment of permanent management units has taken place in order to effect proper regulation of these lands in keeping with management plan objectives.

The process of forest development has therefore been continuous since the earliest days. Technology has provided higher productivity and better working conditions for forest labour in the harvesting operations, a higher level of utilization of the resource, and techniques for forest renewal. One result of forest development has been the provision of access that has allowed not only harvesting, but better protection from insect attack, disease and fire, as well as silvicultural management for regeneration after logging, and maintenance of the maturing second growth stands. It has also provided greatly increased recreational opportunity for the public through hunting, fishing and wildland experiences.





In all our activity on forest lands we work closely with the Ministry of Natural Resources and work toward common objectives. We expect to continue this mutually beneficial relationship in the future.



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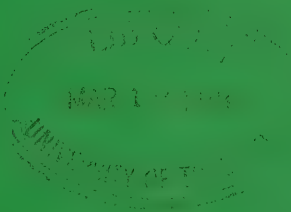
SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**National And Provincial Parks  
Association Of Canada And  
Coalition For Wilderness**

PRESENTED AT

**Sioux Lookout  
on  
November 8, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
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NATIONAL AND PROVINCIAL PARKS  
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PRESENTED AT

SIoux LOOKOUT  
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NOV. 8, 1977

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Royal Commission on the  
Northern Environment

This exhibit is produced by  
*National and Provincial Parks  
Assoc. and Coalition for Wilderness*

WILDERNESS PROTECTION IS A LAND USE OPTION this 8<sup>th</sup> day of Nov 1977  
*Signature*

A Presentation to the

Royal Commission on the Northern Environment

by

National and Provincial Parks Association of Canada

and

Coalition For Wilderness

Sioux Lookout

1977 11 08





## WILDERNESS PROTECTION IS A LAND USE OPTION

The Commission has requested participation in these preliminary information meetings for a number of purposes, all apparently directed toward making subsequent meetings and hearings of the Commission acceptable to those with the greatest concerns, and more productive. This presentation is addressed to the questions of what issues should be considered by the Commission.

We state emphatically that the protection of wilderness is an important land use option that this Commission should consider seriously.

The comments are organized around five main points:

1. Wilderness is a valid land use.
2. Wilderness protection is one of the first land use choices that must be made.
3. Conflicts between protection of wilderness and resource utilization will occur but they can be minimized.
4. Decisions to use forests for commercial purposes--sawlogs and pulp commonly--should come only after careful consideration of the difficulties of managing northern forests.
5. Our organizations have considered the issues at some length and are prepared to assist this Commission if it is clear that the issue is adopted for serious consideration.

The following comments briefly develop these points.



# 1. WILDERNESS IS A VALID LAND USE

To argue the values of wilderness is beyond the scope of this presentation. That wilderness is an accepted land use is evidenced by National Parks in some fine examples of Canada's wild lands, by the designation of wilderness or primitive parks by the Ontario Government, by various Acts of Canadian and United States governments, and by the development of a wilderness preservation policy by the Ministry of Natural Resources. One needs only to examine tourist promotion literature of government and private groups to know that wilderness in Ontario is one of our valuable natural resources.

We are not the only ones to try to express the values of wilderness but I draw the Commission's attention to our document Wilderness In Ontario submitted to the Resources Development Policy Field in early 1974. In it and in subsequent work we have developed arguments on the values of wilderness, on the designation of wilderness reserves, on the desirable size of wilderness reserves, on the merits of and need for a system of large wilderness reserves in Ontario, on criteria for determining the suitability of an area for designation as a wilderness reserve, on potential sites for wilderness reserves in Ontario, and on the management of wilderness. We go to considerable lengths to show that the concept of wilderness protection is a reasonable, legitimate land use option and not the idealistic, unrealistic dreaming it is sometimes thought to be.

I would like to emphasize two positions which we hold with conviction:

- a) *The prime values of wilderness are ecological.* You probably



will hear references to the recreational value of wilderness. In our view failure to conceive wilderness as a set of complex self-regulating ecosystems is to overlook its very essence. The probable consequence is the eventual dissipation of the valuable resource and of the values associated with it, like recreation.

b) *Wilderness reserves must be large.* We believe there is a very sound case for wilderness reserves having to be 1500 square miles and larger in area if the wilderness is to continue to be shaped by the natural cycles and processes that made it what it is. We refer you to a paper by Sullivan and Shaffer for another development of this argument. That paper argues for a system of reserves much as we have done and includes arguments for some reserves very much larger than we have proposed. We do not believe that small reserves on the order of 100 and 200 square miles have any hope of protecting the essential ecological values of wilderness. There are a number of areas north of 50° which could be large and very valuable reserves for the protection of Ontario's important and rapidly dwindling wilderness heritage.

## 2. WILDERNESS PROTECTION DECISIONS MUST BE MADE VERY EARLY

Wilderness, we have said, is self-regulating ecosystems in which the impact of man is absent or minimal. It follows that land that has been significantly altered by man has lost its essential wilderness values. Although such lands may retain and recover many wildland and recreational values, they can never again show us what land unmanipulated and unaltered by man is like. Realistically, no large land or water area is without some



indication of the impact of man, but large areas north of 50° and in some other parts of Ontario are remarkably close to that condition. A major responsibility of this Commission is to ensure that significant and large areas of this part of the province retain these primitive and valuable characteristics. Failure to designate such protection promptly implies that wilderness is not accepted as having significant values and ensures its eventual disappearance, never to be recovered.

### 3. CONFLICTS WITH RESOURCE UTILIZATION INTERESTS CAN BE MINIMAL

We don't deny that conflicts will occur. Wilderness has not been defined as land that nobody else wants. Wilderness reserves selected on ecological bases will include rivers that some want to use for power generation, trees that someone else thinks would be better as paper or lumber, and land that some will say should be processed for its mineral value. Wilderness reserves will include lakes and rivers with large fish populations that could be fish dinners in New York city. They will include air that some people want to use as a garbage dump. Pipelines and power lines will be proposed. We do not expect this Commission to say that there is never a place for these activities of man. We do expect you to say that there are some places where they cannot occur, ever.

North of 50° is a large area and a lot of it will not be particularly attractive for these other uses but may have quite significant wilderness value. Our preliminary studies indicate that a judicious selection of wilderness reserves could go far toward minimizing conflict while protecting very good wilderness ecosystems.





#### 4. TIMBER EXPLOITATION EXAMINED CLOSELY

By isolating this particular land use option we do not imply that other land use proposals need not be examined closely. They should. Timber exploitation is simply one of the most prominent uses now. When proposals are made to you to designate large areas of forest land for cutting, you have to weigh that land use option against others--one of which should be leaving the land as it is, or at least in a state far less altered than that resulting from cutting.

We suggest that you should be finding answers to questions like the following:

- What is the probability that forest managers would manage marginally productive forest lands north of 50° well when they have generally done poorly with the relatively productive and easier to manage forests now being exploited?
- Why would a company like Reed Paper consider moving from what is probably the most productive forest land in Northwestern Ontario to lands that appear to be inferior in virtually every relevant characteristic?
- What accounts for the large proportion (perhaps 35%) of cutover forest land in the southern parts of the province that has not been successfully regenerated? Is there any reason to believe that regeneration rates in less productive land will not be even worse?
- How much do forest managers know about timber harvesting in northern forests? Are their expectations of forest productivity and management success reliable?
- Are the forests of the north renewable resources in any useful



commercial sense? Can timber cutting in these forests be expected to be other than cut-and-run operations--timber mining rather than timber harvesting?

- What are the probable ecological consequences of forest exploitation in the forests in question, given the present state of forest management practices in Ontario?

Various groups may state that unused land is wasted land; any use is better than no use. We urge you to consider their claims very carefully--the best use often may be no use.

#### 5. OUR EXPECTATIONS

We have spent much time, money, and energy developing our ideas to their present position. There is more to do. We approach the issues with conviction and are prepared to devote more time and energy to informed discussion of the issues with you. If this Commission indicates that protecting the wilderness of northern Ontario is an issue being considered seriously, we would respond to requests to participate in later meetings devoted to such consideration. We must know that the issue is receiving serious consideration.

Trusting that you will see wilderness protection as a land use option that you must consider seriously, we thank you for your attention.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**Children's Aid Society Of The  
District Of Kenora**

PRESENTED AT

**Sioux Lookout**

**on**

**November 8, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
CHILDREN'S AID SOCIETY OF THE  
DISTRICT OF KENORA

PRESENTED AT

SIOUX LOOKOUT  
ON  
NOV. 8, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
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No. 15

Royal Commission on the  
Northern Environment

This exhibit is produced by  
*Children's Aid Society of  
the District of Kenora*

this 8<sup>th</sup> day of Nov 1977  
*Sgt. J. J. J.*

I N I T I A L   B R I E F

PRESENTED TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

BY

FAMILY AND CHILDREN'S SERVICES OF DISTRICT OF KENORA

INCORPORATED AS

THE CHILDREN'S AID SOCIETY OF THE DISTRICT OF KENORA

JOHN E. FARRY

PRESIDENT

NOVEMBER 1977



## I N T R O D U C T I O N

This brief attempts to describe the area covered by the Society, its history, the nature of its structure and responsibilities, and its specific concerns for the future.



## GEOGRAPHY

As in a Hardy novel, the physical setting is a chief character in the story of the Children's Aid Society of the District of Kenora.

The area is made up of 153,000 square miles of lakes, marsh, rivers and large forest land. Its greatest length and width are 500 miles. Its chief town, Kenora, is 850 air miles from Toronto and its most northerly point is 1,000 air miles from Toronto.

The town of Kenora is about 125 miles from Winnipeg and indeed the whole southern part of the district depends on the Manitoban capital for many higher order goods and services including daily newspapers, television and medical and social service facilities. From Kenora to Dryden by road is 90 miles and from there to Sioux Lookout, 60 miles, to Ignace 70 miles and to Red Lake 140 miles, and from Sioux Lookout to Pickle Lake 150 miles. After that, the long way to Sandy Lake, Big Trout Lake, and Fort Severn must be done by small airplane and a week's trip may turn into three when the weather is bad. The southern part of the District of Kenora also turns to Thunder Bay, 300 miles from Kenora town, for a number of services and institutional facilities.

The district lives principally on trees, metals, and tourists. If reforestation is properly done, the forest industry will provide renewable resources to promote a strong, continuous economy for the district. On the other hand, metal ores are sooner or later exhausted and are responsible for the rapid rise of largely unplanned settlements and their unmitigated decay. Tourism depends on the protection of air and water from serious pollution. Industrial decisions affect the people of the district. Reed Limited is proposing a \$400 million kraft pulpmill and sawmill at a site northwest of Ear Falls that will generate 1900 jobs and millions of dollars in new revenue if the project proceeds. Its feasibility will depend on whether a part of 18,000 square mile tract of timber north of Red Lake is suitable to supply two mills and, it is to be hoped from a humane and social service point of view, on the effect this project will have on the native peoples.

Kenora and Dryden are sub-regional centres, the population of which has decreased slightly in the past five years. Kenora, including the municipalities





of Keewatin, Jaffray and Mellick, has an economy based on pulp and paper and secondarily tourism. Government and transportation activities add to the economic base. It has a 200 bed hospital and an office of Confederation College.

Dryden, including Barclay and Machin, depends mainly on the pulp and paper industry. Its service industries support mining and forest activities to the north. It has a 75 bed hospital, several provincial and federal department offices, an office of Confederation College, and a twice daily jet service to Toronto. It is the only piggyback rail centre between Thunder Bay and Winnipeg.

Sioux Lookout is a CNR divisional point, and a centre for tourism, branch office of government, and air transport to the north. It is the site of a local hospital and the Zone Hospital for the native population in remote northern settlements.

Ignace has grown fast in the five years between censuses by  $2\frac{1}{2}$  times. Large base metal deposits are being mined at Mattabi, Falconbridge, and Matlagami, about fifty miles to the North, consisting of copper, zinc, lead, and silver.

Red Lake, born in the gold rush of 1926, is still producing gold. Ear Falls, some 35 miles away, has a forest industry and the mining of base metals and iron ore.

#### DEMOGRAPHY

The Canada Census of 1976 shows a total population for the District of Kenora of 57,980, divided as follows:

Municipalities 36,902; Unorganized territory 11,634; Reserves 9,444.

Between the years 1971 and 1976, the population of unorganized territory increased by 11 percent and that of reserves by 22 percent, whereas the increase for the whole district was 9 percent.



## HISTORY

Early in 1907, the Children's Aid Society was incorporated for the District of Kenora, sixteen years after the formation of the Toronto Society and fourteen years after the passage of the first Children's Protection Act in the province. The work was carried out completely by volunteers until 1938, when a salaried local superintendent was appointed. The province required that all cases of neglect be investigated, but made no money available for transportation. In 1941, an assistant superintendent was appointed at a salary of \$83.00 a month. The board rate for wards was \$7.50 a month in town and \$15.00 in the country. A stenographer was added to the staff three years later. In 1949 the Society collected \$5,000.00 in a campaign and the next year the raising of the grade from C to B meant a small increase in the provincial grant. In 1953, a branch was opened in Dryden. The year 1955 was important for changes in the Child Welfare Act and, at the request of the provincial Minister of Public Welfare, for an agreement between the Society and the Department of Indian Affairs that the Society would give protection services and care to Indian children on reserves and the federal government would contribute. The work and staff slowly expanded. In 1966, an agreement between the federal and Ontario government providing provincial social services to reserve Indians at federal expense took the place of the separate Society contracts. In the same year a Branch was opened at Red Lake. There were five professional staff and three office staff in Kenora, two workers and a secretary in Dryden, and a worker in Red Lake. Statistics for the year before were 47 new foster homes, 99 new adoption homes, 101 adoption placements, 40 unmarried mothers, and 192 children in care at year end. In 1972, a Branch office was organized at Sioux Lookout and for two years the worker was alone there, looking after the whole area to the north and carrying a huge case-load. More recently sub-offices have been started at Ear Falls and Ignace. In 1975, the Society opened Birchcliff Group Home, with a capacity of twenty-four children, for which the agency raised \$85,000 in voluntary contributions to fully furnish the home.



The following numbers indicate to some degree the growth in the size and work of the Society during the past few years:

| Year-end Cases         | 1971    | 1972    | 1973    | 1974    | 1975      | 1976      |
|------------------------|---------|---------|---------|---------|-----------|-----------|
| Protection             | 198     | 218     | 288     | 256     | 375       | 440       |
| Children in Care       | 303     | 292     | 335     | 379     | 451       | 476       |
| Unmarried Mothers      | 16      | 15      | 8       | 10      | 15        | 28        |
| Total Child Care Days  | 103,001 | 107,887 | 113,877 | 125,502 | 142,753   | 170,662   |
| Total Staff            | 17      | 19      | 22      | 27      | 39        | 40        |
| Gross Expenditure (\$) | 455,376 | 540,522 | 633,394 | 777,548 | 1,104,212 | 1,318,916 |
| Population             | 53,230  |         |         |         |           | 57,980    |

#### STRUCTURE

The members of the Society are ninety in number. They pay a fee of one dollar and elect the Board annually.

The Board is composed of twenty-five directors from various centres in the district, with four positions vacant at the present.

Two directors come from areas without municipal organization, and two are Indian. The Board is contemplating the possibility of providing for the election of two replacement directors from large reserves in the north and paying their flight and other expenses to Board meetings.

Under Section 4 of the Child Welfare Act and the by-laws, the Board is responsible for the making of policy and ultimately for the administration and enforcement of the Act and the regulations in the District of Kenora.

The officers of the Board are the President, past President, two Vice-Presidents, Secretary, and Treasurer.



Section 4 provides for the appointment of a local director who shall be responsible to the Board, who shall cooperate with the Director of Child Welfare, "and who shall carry out such other duties as are required of him by the constitution, by-laws, and directions of the Society."

The Director, subject to the approval of the Board and within the approved budget and salary ranges, appoints the staff, which now consists of two supervisors, 23 social workers, a group home administrator, and up to 6 child care workers for the group home. The staff work out of the head office in Kenora, three branches and two sub-offices:

- the local director, the assistant-director/supervisor, social workers, and 4 clerical staff in Kenora
- a supervisor, 5 workers, and a secretary in Dryden (the supervisor is also responsible for Red Lake, Sioux Lookout and the Ignace sub-office
- four workers and a half-time secretary in Red Lake, of which Ear Falls is a sub-office, visited two days a week
- four workers and a half-time secretary for Sioux Lookout and the large area to the north.

#### RESPONSIBILITIES

Every Children's Aid Society is responsible for:

- a) investigating allegations or evidence that children may be in need of protection;
- b) protecting children where necessary;
- c) providing guidance, counselling and other services to families for protecting children or for the prevention of circumstances requiring the protection of children;
- d) providing care for children assigned or committed to its care under this or any other Act;
- e) supervising children assigned to its supervision under this or any other Act;
- f) placing children for adoption;
- g) assisting the parents of children born out of wedlock or likely to be born out of wedlock.





### CONCERNS FOR THE FUTURE

The prime concern of the Society for the future of the area is that the process of development does not deprive children of their right to nurture, education and security in a supportive environment. In the context of this concern, the Society states its view that social service development has in many cases not adequately paralleled the physical and economic development of new centres. It would appear that in many cases planning for social services is left until the demands of local groups become so vocal that they can no longer be ignored. To leave the responsibility for initiation of social service planning to local residents is not, we feel, a satisfactory method. These residents will often have very little experience of the services needed, and will lack detail information on the planned size of the community and the appropriate scale of service required. It is our feeling that the provincial government should play as active a part in planning and implementing social services as it does in the hard service area. We believe that in the past education services have been well planned and installed, policing and medical services less well, and other social services have not been adequately provided for in development of new population areas.

A second major concern is that responsibility for services to Indian children and families be gradually taken over either by the reserve communities, or by an organization parallel to our own, controlled and when possible, staffed by Indian people. Our feeling is that the latter would be more appropriate, but that we are not in a position to point the way. In relation to this concern, we should point out that the Province has promised additional funding to develop new modes of service to reserve communities.

Finally, we are concerned that the area generally lacks many of the social services and cultural opportunities which help combat such social evils as alcoholism, marriage breakup and drug abuse. For example, most communities lack marriage counselling and alcoholism treatment programs, youth clubs, etc. We do not presume to suggest that provision of these facilities would solve all the area's social problems. However, a major educational and



communications effort is needed, aimed at young and old alike, to inform the area's people of the nature of possible future developments; the reasons for them and pressures behind them; the rights of residents in the development process. Only when all have some appreciation of where they will stand in the future will the besetting problems of anomie, loss of identity and feeling of abandonment be solvable. We hope and trust that your Commission is but the first step in this educational and communications effort.



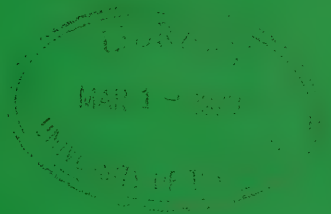
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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

JOYCE TIMPSON

PRESENTED AT

Sioux Lookout  
on  
November 8, 1977



ROYAL COMMISSION THE HON. MR. JUSTICE  
ON THE NORTHERN ENVIRONMENT E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

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CASEWORKER  
c/o CHILDREN'S AID SOCIETY  
P.O. Box 1120  
SIOUX LOOKOUT, ONTARIO

PRESENTED AT

SIOUX LOOKOUT  
ON  
NOVEMBER 8, 1977

ROYAL COMMISSION  
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B R I E F

TO

The Royal Commission on the Northern Environment

BY

JOYCE TIMPSON, M.S.W., CASEWORKER

FAMILY & CHILDREN'S SERVICES OF THE DISTRICT OF KENORA

NOVEMBER 1977



This brief is respectfully dedicated to the silent majority of N.W.O. the silent voiceless helpless majority.

Mr. Commissioner, Mr. Parry has outlined the history, philosophy and purpose of the Children's Aid Society of the Kenora District.

The responsibilities of the Society are clearly outlined in the Child Welfare Act of Ontario, considered to be one of the most advanced pieces of legislation of its kind anywhere in the world. It is the responsibility of the state to assist families where the welfare of children may be in jeopardy. The Child Welfare Act provides that services be delivered to such families and children, not as an authoritarian, not as charity, but as a basic human right. It is my submission that these rights are being violated in the District of Kenora. This district has the highest incidence of alcoholism, wife abuse, and child neglect per capita in Ontario. Services to combat these problems, however, are almost non-existent and those that do exist are among the lowest funded in the province.

Today there are 500 children under the care of this Children's Aid Society serving a population of 57,000. Forty-five foster children are in the Sioux Lookout - Hudson area comprising a population of under 3,500 persons. One third of these children <sup>will</sup> never return to their parents. Mr. Commissioner, these figures represent 3.4% of the children of this district. Three per cent of our children have lost the right to live at home, a right that is so basic that most of us forget that it is a right. The average of children in care in other areas of Ontario is in the neighbourhood of 0.8%. The funding for our agency is one of the lowest per capita in the province and virtually no funding is provided for the provision of services designed to prevent the need for the removal of a child from its home.

I would not even venture to say that an expansion of preventative services of our agency would go far to ameliorate the condition. We must attack social problems at their roots - well before their very inception. The way of life of a proud people has been destroyed in the last century by thoughtless development and the destruction of their economic base. This fact has been vividly expressed in the statistics I have presented. We do not ask for more money or social



workers to find more placements for children. We do not need foster homes and social workers as much as we need not to need them. No child must be denied the right to live with his natural family in his own culture in his own language. It is to this ideal that all Children's Aid Societies are committed. Every child that must be removed from his home and environment because of deteriorated social conditions represents the failure of society to protect the people.

We ask that no further economic development take place without careful and systematic social research into the social conditions of the people of this area. We ask that the Commission make careful survey of the existing services of the area as well as an objective analysis of these agencies as to their effectiveness and relevance or lack of same. Services must be provided to meet the growing number of casualties of the present system that is less than human. It must also be ensured that in any future development safeguards must be built in to provide working and living conditions that are relevant and suitable to the life and culture of those on whose land we tread. Those responsible for development must bear the responsibility for the lives they may destroy in the process. It must be mandatory that human services be considered and planned for before development, not after when they are doomed to fail miserably as they do today. We have the knowledge and expertise available to achieve these goals. It requires only that a commitment be made to human beings and not to the dollar.

This is not a statement advocating removal of Child Welfare services from native communities. To make an analogy: the medical profession would behave irresponsibly if it concentrated only on better surgical techniques for lung cancer and did nothing to educate the public against smoking and pollution. Social agencies such as ours must be able to serve as a builder of families. For social agencies to sit back and pick up the pieces of broken families and remain silent as to the root causes of the problems is professionally irresponsible.

The social conditions of this area worsen each year as is reflected by our agency's grim statistics. The cost of child care in dollars is staggering, the cost in the child's suffering is immeasurable.





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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**Man - O - Min Wild Rice  
Indian Co-Operative**

PRESENTED AT

**Sioux Lookout  
on**

**November 8, 1977**



ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
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SIOUX LOOKOUT  
ON  
NOVEMBER 8, 1977

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Royal Commission on the  
Northern Environment

This exhibit is produced by

*Man-o-Min Wild Rice  
Co-operative*

this 8th day of Nov. 1977

STATEMENT BY JIM WINDIGO, TREATY #3

PRESIDENT OF MAN-O-MIN WILD RICE INDIAN CO-OPERATIVE TO JUSTICE HARIT

Mr. Commissioner, you will be presented with a brief later today from the Ontario Ministry of Natural Resources. That brief will undoubtedly be filled with many fine-sounding phrases. The public statements from that Ministry usually are. But while you listen to their sugar-coated words, we would like you to remember the Indian position. Quite frankly, we view the Ontario Ministry of Natural Resources as the Indians' enemy.

We are all familiar with the story of how the white man came to our country, stole our land, and exploited the Indians, the land, and the resources for their own benefit. It's a story that has been told many times and a story I am sure you know very well. But practically every time that story is told, it is told as though all the thieving took place in the past. Unfortunately, Mr. Commissioner, the theft of Indian resources is still taking place today. And the major agent used to carry out these thefts is the Ontario Ministry of Natural Resources.

Let me give you an example. Wild rice has been harvested by my people since time began. The Ontario government recognized wild rice as an Indian resource and for years only Indian people have been allowed to harvest it.



But wild rice is now considered a delicacy by white people. This means that piles of money can be made from harvesting and selling wild rice. Large profits can be made from exploiting our wild rice fields. And the rights of Indians have always been trampled when profits are concerned. Greedy eyes have been cast on our wild rice resource. As a result, the Ontario Ministry has proposed to open wild rice harvesting to anyone who applies for a licence. The Ontario Ministry also wants to open our wild rice fields to white businessmen who own mechanical harvesters. My people are opposed to these propositions. My people wish to harvest wild rice in the traditional way.

But most importantly, my people look on wild rice as theirs to harvest by right. It is an Indian resource, not a white resource. We will fight anyone on any battleground to defend our wild rice rights. We refuse to stand idly by while slick promoters and government agencies steal yet another Indian resource.

The Ontario Ministry of Natural Resources have consistently acted against our interests. They have moved to steal our wild rice rights by attempting to regulate our harvesting. They have harassed Indian wild rice pickers and treated the people with disrespect. They have used the tactics most common to bullies. They have acted this way because we refuse to obtain a white licence in order to practice a right we have enjoyed since time immemorial.

The Ontario Ministry of Natural Resources has always acted to further white business interests.





Consequently, the Ontario Ministry of Natural Resources has never protected our wild rice rights from white lawbreakers. They have continually refused to prosecute white wild rice poachers. Because of the Ministry of Natural Resources' refusal to enforce its own laws, the Indian people have decided to use the white man's laws to protect our resource. One of our members, the Grassy Narrows Indian Band, has recently filed suit against a white wild rice poacher. We are filing as evidence our statement of claim in that suit. This is something that the Ontario Ministry of Natural Resources should have done.

Mr. Commissioner, you have the opportunity to put an end to this modern day theft of Indian resources. It is your duty to block the bullying tactics and halt the illegal attempts by the Ministry of Natural Resources to steal our wild rice fields. Our resources have been exploited at our expense and for the benefit of white society far too long. We trust that you will see the justice in our position.



IN THE SUPREME COURT OF ONTARIO  
(Action commenced in the District of Kenora)

B E T W E E N:

GRASSY NARROWS BAND OF INDIANS,

Plaintiff,

-and-

JOSEPH TOTH,

Defendant.

STATEMENT OF CLAIM

(Writ issued the      day of October, A.D. 1977)

1.            The Plaintiff, the Grassy Narrows Band of Indians, is a Band of Indians whose members principally occupy a community known as Grassy Narrows and located northeast of the Town of Kenora, in the District of Kenora, in the Province of Ontario.
2.            The Defendant, Joseph Toth, is a Businessman and resides in the Town of Kenora, in the District of Kenora, in the Province of Ontario.
3.            The Plaintiff is a Band of Indians under The Indian Act, R.S.C. 1970, and is composed of direct lineal descendants of signators of Treaty No. 3 between Her Majesty the Queen and the Saulteaux Tribe of the Ojibway Indians made the 3rd day of October, A.D. 1873, under which the exclusive right to harvest wild rice on unoccupied Crown lands was guaranteed to the Indians.
4.            The Plaintiff is the named licensee under Licence No. 103, dated August 11, 1977, under The Wild Rice Harvesting Act, R.S.O. 1970, by the terms of which the Plaintiff may harvest wild rice on Crown lands in Wild Rice



Harvesting Area 2KE and under the terms of which only certain listed persons are allowed to pick rice under the said licence.

5. The Defendant is not one of the named persons in the list attached to the said licence and mentioned in Paragraph 4 herein.

6. From on or about September 20, 1977, to the date of the Writ of Summons herein, the Defendant or his servants or agents did attend at and harvest wild rice at Separation Lake, Lount Lake and Fox Lake, all of which lakes are located southwest of the Grassy Narrows community, and all of which lakes are within Wild Rice Harvesting Area 2KE as stated in Paragraph 4 herein.

7. The Defendant or his servants or agents have also attended at and harvested wild rice at other locations within Wild Rice Harvesting Area 2KE, during the same period of time as mentioned in Paragraph 6 herein, particulars of which are not presently known to the Plaintiff.

8. The Defendant or his servants or agents have taken and harvested at least four thousand pounds of wild rice from the locations aforementioned and during the period of time aforementioned.

9. The Defendant or his servants or agents continue to take and harvest wild rice from Wild Rice Harvesting Area 2KE as aforesaid.

10. The Plaintiff therefore claims:

- (A) General damages for trespass and for conversion in the amount of \$10,000.00;
- (B) Special damages for conversion in the estimated amount of \$6,000.00;
- (C) Exemplary damages in the amount of \$10,000.00;
- (D) A declaration that the Defendant holds in trust for



the Plaintiff all wild rice which he or his servants or agents have taken from Wild Rice Harvesting Area 2KE;

- (E) An Injunction restraining the Defendant or his servants or agents from further trespass upon the Plaintiff's rights upon Wild Rice Harvesting Area 2KE;
- (F) An accounting of all profits which the Defendant has made from the sale of all wild rice which he, his servants or agents have taken from Wild Rice Harvesting Area 2KE;
- (G) An Injunction restraining the Defendant from selling, disposing of, or otherwise dealing with any wild rice which he or his servants or agents have taken from Wild Rice Harvesting Area 2KE;
- (H) The appointment of a receiver to collect, get in, and receive the said wild rice or its proceeds;
- (I) Interim Injunctions;
- (J) The appointment of an interim receiver;
- (K) Costs;
- (L) Such further and other relief as this Honourable Court may deem just.

DELIVERED at the Town of Kenora, in the District of Kenora,  
In the Province of Ontario, this            day of            , A.D. 1977, by





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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

**Slate Falls Airways**

PRESENTED AT

**Sioux Lookout**  
**on**

**November 8, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
SLATE FALLS AIRWAYS  
P.O. BOX 188  
SIOUX LOOKOUT, ONTARIO  
POV 2T0

PRESENTED AT  
  
SIOUX LOOKOUT  
ON  
NOVEMBER 8, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
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Mr. Commissioner the aviation picture in NW Ontario has changed very drastically for the better in the past 8 years. This was caused by the Ontario Government building suitable airstrips at the majority of northern settlements and also the implementation of some NAV AIDS. The air industry has kept abreast of these changes and in most cases is already prepared to take advantage of future improvements. Great sums of dollars have been spent by private enterprise to update, sophisticate and generally provide the service that any individual customer is entitled to.

NW Ont. and for this purpose I Classify NW Ont. from Pickle Lake west and Sioux Lookout north have 12 licenced air carriers mustering approximately 80 aircraft. These aircraft are of the A B C & D category - "A" being a small Piper Cub and "D" being the much larger DC-3 with all others falling into the B & C category.

These 12 air carriers operate under Class II, III & IV licences. I would like to explain the difference between a Class II and a Class III licence.

#### CLASS II LICENCE

Is a licence granted to an aircarrier to provide regular on time service between points so designed on said licence. Air carriers holding such a licence and operating in the area I defined above are-

- NORONTAIR - Between T. Bay & Pickle Lake
- ON AIR - Between Dryden and Red Lake
- PATRICIA AIR - Between Sioux Lookout -  
Dryden and Pickle Lake

An air carrier holding this licence must under all conditions, except for maintenance or poor weather fly his published route regardless of the amount of traffic which in some cases could be NIL.

#### CLASS III LICENCE

Is a licence granted to an air carrier to provide irregular service between points so designated on said licence.





Carriers holding Class III licences in the area I defined above are -

AERO TRADES Between Winnipeg and Pickle Lake  
BEARSKIN AIRWAYS - Between Big Trout Lake and Sioux Lookout  
TOMAHAWK AIR - Between Red Lake and Sandy Lake  
SLATE FALLS AIRWAYS - Between Sioux Lookout, Round Lake,  
Sandy Lake and Pikangikum

PATRICIA AIR, who under a management agreement to operate OCA are licenced to service all settlements of the north, this consists of approximately 25 designated locations.

Approximately two years ago Slate Falls applied to the Federal Air Transport Committee to operate a Class II service between Sioux Lookout, Dryden, Pickle Lake, Big Trout Lake, Round Lake, Sandy Lake, Pikangikum and Red Lake - this service would have been supplied by using turbine equipment and would have been of the calibre of the present NorOntair service. The application came to a public hearing in February of this year with a decision being rendered in September. The decision by the ATC was in the negative - and the reason given was that present are future public convenience and necessity does not require a Class II licence.

The losers in this decision was not Slate Falls Airways but the many Ojibway cree peoples of the north plus the Doctors and Nurses and other peoples who must travel into the north to dispense their service.

Mr. Commissioner, I say with full belief that Federal ATC does not know the licencing needs of NW Ont. This was proven out by the hearing that was held in T. Bay in February of this year. At that hearing the chairman of the ATC a Mr. Thompson had the opportunity to clean up the licencing in NW Ont., but he failed to do so. Instead, the second day of the hearing it was announced that Bearskin Airways was granted a Class III licence between Big Trout Lake and Sioux Lookout this licence was granted without a hearing, no great investigation into the merits of the application and also against the wishes of the chief and council of Big Trout Lake.



With the present Class III licencing the two main carriers namely Patricia Air and Slate Falls Airways are fastly approaching a non viable scheduled passenger service situation. when Patricia Air joined into an operating agreement with OCA approximately 1 year ago they went FIRST CLASS, hired qualified personnel, updated to turbine twin engine aircraft and generally provided a superior passenger service to all northern airports. One year later, to-day Patricia Air has had to cut back drastically to attempt to maintain a viable Class III passenger service. And the twin turbines are gone. It is hopeful that Slate Falls Airways will be able to maintain a first class turbine twin otter service this winter. But providing a good service is one thing and making a dollar in the process is another.

So basically Mr. Commissioner what I am saying is that the Class IV charters in NW Ont. appears to be healthy and the Class III passenger service is in trouble.

The trouble is caused by the following facts:

1. Over Licencing
2. Carriers competing for same traffic on same routes
3. Government budgets cut
4. A continued constant rise in overhead costs
5. Adverse publicity in recent months

I was very pleased to hear in the brief presented by the Hon. Mr. Bernier yesterday that Mr. Duvod would be looking into Air Services in NW Ont.. Mr. Duvod is a much experienced individual in this field and we are hoping that with his assistance we can get our pleas across to the ATC!

Mr. Commissioner, getting away from our problems on licencing etc. I would like to speak briefly on Air safety in NW Ont. Subsequent to the unfortunate accidents at Fraserdale and Pickle Lake, the air industry received much adverse publicity. Transport Canada has had an investigation team in the area in the past months. Their finding should be



completed in the near future. The commission should attempt to obtain a copy of their findings as I am sure this information will not be available to the public unless a full public hearing is held in this regard.

MOT, Winnipeg has greatly enhanced their audits of air carriers in past months. But Mr. Commissioner, regardless of the stringent rules by government bodies and air carriers themselves, as long as a human being is put in command of a moving object, wheither it be a BOAT, TRAIN, BICYCLE or AIRCRAFT there are unfortunatly going to be mishaps. Air carriers can eliminate flaws in Operational techniques and maintenance procedures, but to eliminate all flaws from a human being is virtually impossible. I can only say that safty is paramount and all steps possible are being made to that end.

As far as the north is concerned we as air carriers list the following priorities as improvements to air transportation:

1. Air to ground communications - air to ground communications at northern strips at this date in time virtually do not exist. A pilot should be able to receive from an accredited observer such things as altimeter settings - wind direction - general weather - conflicting traffic. There is no evidence that this situation is to updated by either the provincial or federal governments.
2. Navigational Aids - Nav Aids with greatly increased power output are(needed). At present we are picking up Nav Aid signals at between 30-60 miles, we would like to be in contact with a navigational aid at all times, this is not the case at present.
3. Standard Airways System - with the exception of Sioux Lookout & Red Lake thereis no airways system to the northern airstrips that allows an aircraft to take off and land under the full control of an accredited traffic controller.





When a pilot gets 5 miles north of Sioux Lookout he is virtually on his own. There is no planned relief for this situation in the foreseeable future.

Mr. Commissioner I would like to comment briefly on Commercial fishing. In 1970 Slate Falls Airways had a dozen commercial fishing licences revoked by the MNR. These licences were all 70-100 miles north of Sioux Lookout. The reason for revoking the licences was that the fish in those lakes contained Mercury pollution above the accepted tolerance for commercial distribution. The point I want to get across to you SIR is that mercury pollution in a natural form exists in many lakes in NW Ontario. And not just the English/Wabigoon Rivers that are so highly advertised. The non commercial fishing in these lakes has however greatly enhanced sport fishing and tourism is blossoming in this respect - so you lost in one respect and gained in another.

In ending Mr. Commissioner I would like to answer a question that is asked of me quite regular.

The question is - Why is NW Ontario 15 or 20 years behind Manitoba as far as airports, navigational aids, etc. are concerned.

My answer is this - Visualize the dimensions of Manitoba - for Manitoba to have a viable economic base they had to go north for minerals, timber and other resources. Thus the creation of Flin Flon, Lynn Lake, Churchill and Thompson and along with it highly sophisticated airports and navigational systems. Ontario on the other hand concentrated on the industrial south for their economic base and more or less neglected the north. With the exception of a few mines in the Red Lake, Ear Falls and Pickle Lake area we have NO northern resources that create any amount of resource dollars or employment. In fact we do not have a resourceable north, all we have is a large non resourceable body of water, namely Hudson and James Bay.

Thank You.





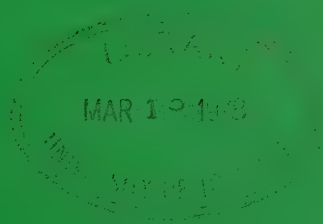
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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

**Wesley Houston**

PRESENTED AT

**Sioux Lookout  
on  
November 8, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
WESLEY HOUSTON

PRESENTED AT  
  
SIOUX LOOKOUT  
ON  
NOVEMBER 8, 1977

ROYAL COMMISSION  
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SUBMISSION TO THE HARTT COMMISSION OF ENQUIRY

Having lived and worked among the Native people of Canada from James Bay to the Yukon Territory, since coming to Canada as an apprentice Furtrader in 1930, and in the last 20 years in Northwestern Ontario, I feel I have some idea of their traditional customs and way of life and their present aspirations for the future. It is in regard to this way of life that I now wish to address the Commission.

The talk today is of founding races in Canada but none can lay more claim to this than our Native people who were here long before the arrival of the first settlers.

These native people living close to the land developed an affinity with it and its animal inhabitants, which feeling is somewhat difficult for many white people to comprehend.

It is only after living for some years with these people that one begins to understand their great feeling of reverence for the land they occupy and the sustenance which it provides for them in both body and soul.

When large projects such as Hydro dams and Pulp Mills come into their area with the resultant damming of rivers, flooding of traditional hunting grounds and ruination of their fishing areas, and in general upsetting completely their former environment, it is then they become apprehensive about their future ability to survive in the traditional way of their people, in such a foreign environment.

We cannot help but agree with this attitude, as in most cases in the past, these projects were undertaken without any previous consultation with those involved and with

continued/





this wanton act of destruction and humiliation. Had this been perpetrated on non-Native people, there would have been a Province-wide outcry, but the Native people of whom I am speaking, suffered in silence and without recourse.

This is only one of the reasons why our Native brothers are suspicious of the whiteman's "Northern Development" and why they have arisen finally, to defend themselves against any repetition of this or other similar occurrences.

I have also witnessed what so-called "Northern Development" and "Civilization" can do to an area and its people. I refer to Moosonee.

Forty five years ago I landed at what today is called the town of Moosonee. It was then a quiet settlement of native people, hunting, fishing and trapping for a living.

Then came talk of the Deep-sea port, which turned out to be only talk and nothing came of it, simply because since the Moose River is so full of silt it would have to be dredged every time the ice went out and moved the shoals and bars to a different location, an impossible and costly program.

Three years ago, I revisited Moosonee and was shocked to see the change that so-called "Progress" had brought to this once quiet spot and its people. The area bull-dozed clear of trees, the mighty Moose River a catch-all for garbage and the inhabitants degenerated by crime, alcoholism and what the change in life-style had wrought in them. It was a sad sight indeed, and as a white man I was ashamed and disgusted to think that this had been brought about in the name of progress. Surely these people deserved better treatment than they had received at our hands.

It is gratifying to know that a new approach is now being aired and contemplated by Government in relation to the

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establishment of industry in our North country and your Commission of Enquiry, Sir, can be a powerful influence in this direction and the beginning of setting a pattern for the orderly development of the North, in a controlled, equitable and humanitarian atmosphere.

In conclusion, I would most strongly urge your Honour, to make it a point to visit each of the Northern communities in our area, talk to the people living there, listen to what they have to say and I am sure that, as happened in the Berger Enquiry, they will open up and express their views freely and you will thereby gain a much clearer picture of why there is some opposition, when Northern Development is mentioned.

The Native person is by nature rather shy, but when he gets to know and trust you, he will, as I have mentioned before, open up and become a mine of information.

I wish you every success in your endeavours, Sir, and I trust that your recommendations when submitted will serve as a new Blueprint for Northern Development. I thank you for permitting me to voice my personal opinion.

Wesley H. Houston



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**The Faculty Of Environmental Studies  
York University**

PRESENTED AT

**Sioux Lookout  
on**

**November 8, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
  
BY  
THE FACULTY OF ENVIRONMENTAL STUDIES  
YORK UNIVERSITY

PRESENTED AT  
SIOUX LOOKOUT  
ON  
NOVEMBER 8, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
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No. 20

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Faculty of Environmental Studies  
York University*

this 8<sup>th</sup> day of Nov 1977

BRIEF

SUBMITTED TO

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

by

THE NORTHERN STUDIES WORKSHOP  
FACULTY OF ENVIRONMENTAL STUDIES  
YORK UNIVERSITY

Presented at:

Sioux Lookout

November 8, 1977



## BRIEF TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

### OUR GROUP

The workshop consists of those graduate students and faculty members in the Faculty of Environmental Studies at York University who are concerned with issues of development in the more northerly areas of Ontario. At present, there are thirteen members, including two from Carleton and the University of Toronto. The workshop was formed in December, 1976, with the intention of continuing its work at least during the lifetime of the Commission. Several members have already conducted background research for the Commission.

All members of the workshop have either lived, worked or travelled in the North, and are drawn from a wide range of disciplines in arts, social science and science. The workshop intends to conduct further research on issues that arise in the context of the Royal Commission, using both available information and gathering new data in the field, as required.

Our future submissions to the Commission will be of a substantive nature, addressing specific issues and their relationship to one another. The present brief addresses the points sought by the Commission for the initial series of meetings, namely:

- what issues the Commission should deal with
- what process the Commission should follow.



## SUMMARY OF POINTS

The following are the main points with which this brief is concerned:

- The whole range of issues faced by the North, be they social problems or proposals for large scale developments, is interrelated. The Commission's process should not fragment issues, but should ensure that they can be treated in toto.
- The North suffers even more than other areas of Ontario from short-comings of the decision-making process. Too many decisions are reached on a piece-meal basis; too many matters are decided in the remoteness of Queen's Park or faraway corporate boardrooms; too many pipers are calling the tune. The Commission must urgently seek solutions to this problem.
- Some large-scale developments are inappropriate to the North. Yet, governments and large companies cannot be expected to propose many alternatives. The Commission itself should, therefore, explore and evaluate alternative development forms, and the balance between external demands and regional needs and desires.
- The data presently available on the North are inadequate to reach a full understanding of environmental, social and economic issues. The Commission must decide if it will become active in data collection itself, or if not, what steps it will take to ensure the development of a sufficiently broad, balanced and validated base of information.



-- The knowledge of southern Ontarians about the North is inadequate. Groups in the North can also benefit from increased knowledge about future developments and about each other. The Commission should take an explicit role in fostering awareness and communication in and about the North.

### INTERRELATED ISSUES

The Commission implicitly recognized, in its organization of the present series of initial meetings, the need for issues in the development of mines, forestry, tourism, transportation and energy each to be related to social, community and environmental issues. But there is also a strong connection between development of each type. Development of one type may speed up development of other kinds; or, in some cases, it may slow down or eliminate other options. Present proposals for Northern development are for specific economic enterprises, but the impacts on people and the Northern environment extend beyond specific projects.

The whole concept of what constitutes a "development" with an impact that needs to be evaluated may itself have to be extended. While actions such as the opening of a mine, the construction of a pipeline or a forestry complex, are obvious and easy to identify, there are many less obvious social actions which can have an equal or greater effect on people and even on the Northern environment. For example, programs





n education, health, social services or welfare can affect the lives of more people than any construction project, yet they are rarely evaluated, beforehand or afterwards, to assess the extent and desirability of the changes they can cause. A broader concept of "Northern development" is needed, and a broader framework developed to deal with it.

The Commission has a broad mandate to cover, one which no other agency has been given. The Commission must maintain this breadth and not narrow its focus to one project or one mode of development. The broad mandate is needed to develop a context in which any one development, and alternatives to it, can be evaluated. Some of the main elements of this context are contained in the questions of: who benefits from present and proposed developments? who suffers? who should benefit?

Therefore, we advocate that:

- The Commission should retain its present broad mandate;
- The Commission should not allow issues to be fragmented or artificially separated, but should explore how issues relate to and affect one another;
- The Commission should consider the impact of social development programs as well as project developments.

#### DECISION MAKING

The present way of making decisions in the North seems to satisfy nobody. The business community is concerned about delays and uncertainties.



senior levels of government are becoming increasingly complex and may have too many ways of reaching decisions; some open, some not; with the result being unclear to those who are affected. Local communities find only part of their needs being met, and have long and complex lines of communication to senior government. Ordinary Northerners are often the last to find out about what is about to happen to them. Native organizations are demanding regional autonomy and control.

Government programs, in particular, often involve problems of overlap or misplaced emphasis in relation to local needs. One agency often seems unaware of what another is doing. The citizens feel that decisions are made behind their backs. In addition to government ministries and branches, there is also a super-abundance of Boards and regulatory bodies: the Ontario Municipal Board, Environmental Assessment Panels, the Highway Transport Board, the Canadian Radio and Television Commission, and so forth, on and on.

Ludicrous situations can develop. There are communities north of the border where senior citizens' housing sits empty for lack of old people, while other residents cannot find places to live. A water treatment plant is constructed in a community to serve nearly three times its present population; while the basic resource studies, planning and environmental assessment for the industry to support the expanded population have barely begun. The examples are legion. The Commission must address the problem urgently. How do we ensure that government services are



delivered efficiently and effectively to the North, without requiring many decisions to be made hundreds of miles away in Queen's Park? How do we ensure that corporate decision-makers have full input from Northern people and communities as they gather in their faraway boardrooms to decide their fate? How do we co-ordinate the plethora of participation processes set up from outside the North, such as the Kawana meetings (last week), the West Patricia Land Use Plan (soon start), park planning, Hydro Planning and the Porter Commission, and the present Royal Commission itself? The people must be consulted, they cannot spend their lives at public hearings. Some goals need to be set, and priorities within them. Then an effective mechanism to deal with the job needs to be designed.

We advocate that:

- The Commission address urgently the question of how Northern goals and priorities are to be set. What areas of autonomy can be accorded to the Indian peoples and what should rest with government?
- The Commission should examine the present process of government in the North by ministries, boards and other agencies. It should investigate ways in which these can be streamlined and how more decisions can be taken in the North.
- The Commission should make early recommendations on its own role relative to other planning participation processes now going on or starting up. If it concludes that it is addressing priority questions upon which the other processes depend, it should ensure that the others are deferred until their basis is resolved.





Another set of concerns focusses on how the present Royal Commission will be making decisions in fulfilling its own mandate. Commissions have been set up to explore many issues and societal problems. The mandate of the present Commission differs from past efforts since it focusses on broad and complex questions, rather than on a specific development or incident. It is, therefore, essential that the Commission state its own assumptions and perspectives as clearly as possible. It must decide how it can take a central and active role in seeking to form a comprehensive image of the Northern future, and how it will evaluate what it receives and what it develops on its own initiative. Then, everyone should be made aware of the way the internal, as well as the external, processes of the Commission will work.

- The Commission should explore the limits of the Public Inquiries Act to ensure that its legal framework is as appropriately adapted to its mandate as possible.
- The Commission should state how it will collect information (or ensure that it is collected), and should state how information will be validated, how views will be weighted, and what will be disregarded.
- The Commission should make efforts to ensure that no groups are placed at special disadvantage over others, and that groups are truly representative of their constituency.
- The Commission should regularly and continually disseminate its interim assessment of data and issues during its process of arriving at conclusions, or should point out areas where it is unlikely to arrive at conclusions. Newsletters, media pieces





and informal community meetings are recommended means to do this.

#### DATA AVAILABILITY

It is not news to say that insufficient data and information are available to assess properly the future development of the North. The data are uneven by topic and by geographic area with some being well covered, others not at all. We do not advocate a course of collecting exhaustive data on everything that moves or crawls, however. The needs for information must be defined in the light of the problems identified and questions raised. The issues and priorities must be identified before information needs can be set. The Commission should not shrink from taking an active role in gathering information. As it identifies areas where more knowledge is needed, it should ensure that it is provided. In doing so, it may obtain it itself, or co-ordinate the efforts of others, such as government agencies or local people, in getting it.

Certainly, we need to know what the resources are. Which ones have world demand, which ones have local uses, which ones support environmental stability? How are resources used? How do the Indians use the land, and what disturbances can be tolerated, in exchange for what benefits? How do present standards in community planning and environmental protection relate to the North? Can we develop performance-oriented criteria rather than rigid standards to assess impact?



How can we develop indicators of social impact arising from resource use and from social programs? For example, some information shows that Indian communities rely heavily on the land. Other information estimates that a particular Hudson's Bay post serving 300-350 people will do \$1,000,000 of business this year, purchasing only \$15,000 in furs. Some posts fly in blueberries from New Brunswick for sale, though the local varieties are abundant. The Commission must seek innovative ways, if necessary, to follow through their means of sustenance, and to weigh the economic and environmental factors along with the social and spiritual values. In so doing, we believe the Commission should not over-emphasize the past and historical experience. It is important, but more important is the future. The Commission should look ahead, and not back.

- The Commission should identify issues and priorities, then ensure that data and information to explore them are available.
- The Commission should assume an active role if data gaps are evident, either collecting it itself or ensuring that others do.
- The Commission should be future-oriented in what it undertakes.

#### LRGE-SCALE DEVELOPMENT AND ALTERNATIVES

Present proposals for development in the North tend to be for large-scale projects. These are costly, capital-intensive rather than labour-intensive, and require the commitment of large proportions of the



source base. They can bring economic benefits, but often too few of these are retained in the North. They can bring social benefits to some, but social disaster to others. They may respect the natural environment, but they may also contain the seeds for its destruction.

When large projects are proposed, the government agency or private corporation initiating them prepares intensively, from its own point of view, and usually at considerable cost. Often, large projects are presented as the only alternative to no development at all, and the information may appear completely convincing.

But large projects may be limiting. One large project may place limitations on another's success. Some large projects will eliminate smaller-scale alternative uses of resources, and most will limit the available variety of work and lifestyles. The dependence of the health of the region's economy on the fluctuating world markets for particular commodities is generally increased.

The Commission has a clear mandate to consider alternatives to large-scale development, but where are these alternatives to come from? Who will propose them? How can the fullest range be explored and the most promising ones be quickly selected for further investigation? What process of evaluation will be used? What resources of money and expertise will be available to explore the alternatives?



We believe that it is unlikely that government agencies can do the job, for no one agency has the mandate or the information to do the whole task. It is unreasonable to expect large corporations to fill the gap, since their expertise and validity in society depends on their performing their particular function efficiently in the context of world competition.

It is, therefore, incumbent on the Commission to ensure that alternative development possibilities are explored. It must seek a process which identifies the full range of options and evaluates them efficiently, effectively and thoroughly. The Commission must seek to develop a process whereby a balance can be struck between large-scale projects meeting non-local as well as local needs, and alternative smaller-scale projects. The Commission must consider the needs for information to develop and assess alternatives when it is developing policy on data collection. It must also consider how the widest range of local knowledge and desires can be used in studying alternatives, and that politicians, bureaucrats and academics are not the sole source of truth in such cases.

We therefore advocate that:

- The Commission should ensure that it identifies all alternatives for development or utilization of the resources of the North, and should present a framework for evaluating all alternatives.





- The Commission should ensure that it has adequate funding to fulfill this portion of its mandate.
- The Commission should seek out on the widest possible basis the knowledge of Northerners about their resource base and its use, as well as seeking specialized technical expertise.

### COMMUNICATIONS

We believe that the public education portion of the Commission's mandate is an extremely important one, and we urge the Commission to act vigorously in fulfilling this function. From our perspective in Southern Ontario -- albeit with considerable Northern interest and experience -- we are very interested to know what steps the Commission will take in educating southerners about the problems and opportunities of the North. We believe this task is crucial, and it has been long neglected; for example, there has never been a single comprehensive story of Northern Ontario published anywhere. As Canadians, we need to find new and better ways to educate ourselves about regions of the country other than our own. The present situation in Quebec is relevant here, and stands as a warning to all of us.

The question of communicating information about the North, and about possible developments, is certainly central to the North, so that we can more readily understand one another's views and desires, but it is also necessary for the southerners to understand the North more fully, so that views are not formed, nor decisions taken, in ignorance.



We advocate that the Commission should expand its present schedule of initial meetings to hold at least one in the south. This should occur well before the Commission prepares its interim report defining its process and the issues it will treat. Southerners should have this consultation for two reasons. They can help identify their own educational needs and make suggestions to the Commission on how to meet them; and they can help clarify the role which the south is to have in substantive hearings.

The Commission should announce its intention for a southern meeting as soon as possible, so that potential participants can prepare. In particular, such participants could be asked how the Commission should fulfill its public education responsibilities.

Northerners should certainly be consulted on this matter at an early stage, as well. After all, one point that Northern whites, Natives and southern Ontarians all agree upon, is that the south needs to be better educated than it is now about the North!

- The Commission should make special efforts in fulfilling the portions of its mandate dealing with communication and education of the public.
- The Commission should hold an initial meeting in Southern Ontario, prior to preparing its interim report.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

The Ven. Gerald T. Kaye  
Archdeacon of Patricia

PRESENTED AT

Sioux Lookout  
on  
November 8, 1977



ROYAL COMMISSION THE HON. MR. JUSTICE  
ON THE NORTHERN ENVIRONMENT E. P. HARTT  
ENVIRONMENTAL COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

The Ven. Gerald T. Kaye  
Archdeacon of Patricia  
P.O. Box 626  
Sioux Lookout, Ontario  
POV 2T0

PRESENTED AT

Sioux Lookout  
on  
November 8, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
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## Submission to the Royal Commission on the Northern Environment.

### Introductory

For the past 12 years, I have lived within the area under review. from 1965 to 1976, I had my home in the villages of Lac Seul and Fort Hope (the chiefs of both these villages spoke to the commission yesterday), and for the past year I have lived here in Sioux Lookout. My work is essentially that of supervising minister to our 19 congregations in isolated settlements, together with the church here in Sioux Lookout. As only one of these villages could be reached by road, this entails much flying between the villages, and I am pilot of one of our church's aircraft. And, as very few of our 14 native clergy and over 100 lay readers are fluent in English, I have had to become fluent in the Ojibway/Cree dialects of the area.

The church in the north has always had a very strong following and has become very much a part of the way of life of the various villages. In all the villages we serve, the people with an Anglican affiliation comprise more than 50% of the population. In some cases it is 100% (Kingfisher Lake, Wunnumin Lake, Webequie, Summer Beaver Lake, Long Dog, Muskrat Dam Lake). In almost every village, the majority of the population is in church each Sunday.

However, I cannot consider myself an "expert" on northern questions, nor an "authority". But I do believe I have a few insights gained over the years, and concerns which I would like to express here.

### I. Policy and desision-making responsibility.

I strongly support the proposal of the Treaty no. 9 representatives that a three-part enquiry be made by this commission, giving the widest possible representation to all the people of the whole area. I do see several dangers to avoid in forming policies and recommendations, namely (a) Policy-makers in government based on southern Ontario. We have suffered in many ways from the wisdom of such experts in the past. Too many plans have been conceived, buildings erected, jobs allocated etc., etc. on the plans of well-meaning but uninformed experts 1000 miles



away. We have a strong need not only for this commission (to which we look for some much) but also for a high degree of autonomy for the area after the work of the commission is completed. Without becoming a plea for independence, I believe there should be a form of regional government for the area, based in the area, familiar with the area, and concerned for the good of the area. And there is no place more central to the area than Sioux Lookout for such a function.

(b) It is essential not to yield to the interests of any pressure groups which would over-ride the interests of others, be those pressure-groups business, political, or any other.

(c) There is a danger of assuming that native concerns are the only ones which apply in the north. The interests of non-treaty Indians and others ~~xxxxxxxxxx~~ to whom the north is equally "home" should not be forgotten.

## II. Specific areas of concern

### (a) The environment

The afternoon session yesterday began with an elder speaking to us in Ojibway about the fact that God had set up the order and relationships of all forms of life in this fair land (the ~~xxxxxxx~~ eco-system, as we call it), and that it was a bad move to upset the balance. We have heard from Wilfred Wingenroth, a trapper, about the delicate balance of various forms of life in the wilderness, and that the wilderness is not a renewable resource. All these concerns are very much the concern of the Church.

Having lived for many years on the shores of Lac Seul, with the graveyard to which Chief Raymond Ningewance referred within sight of my home, I have seen the devastation caused by the twice raising of the water level of that lake to provide hydro-electricity. Not only are graves washed out, but there are many areas of tree-stumps still standing, tabgled masses of dead trees littering hundreds of miles of shore line, erosion continues, even 50 years after the first flooding, havoc has been played with fish spawning, and many other problems caused.

I am concerned that any future development of the north be only undertaken after the most exhaustive studies of possible environmental effects, and after full consultation with all people and interests in the area. Consultations while the bull-dozers are at work is too late, and compensation paid afterwards is useless.

We are in favour of proper resource use and management, but having seen so much devastation...seeing it almost daily as I fly over it, I cannot help but be fearful for any further unchecked expansions in this area.



I believe there should be a moratorium on all major development projects until after this commission has presented its final report, and hopefully established some guide-lines in this direction.

(b) Native Culture

The Church in the north is very much part of the way of life of the villages. The Indian people of last century whole-heartedly accepted the Christian faith as a people. Agreements among our people are arrived at by a principle of mutual consent, and there was apparently no dissent to the acceptance of the Gospel. So Christianity became an essential part of Indian culture.

Missionaries invented the system of syllabic writing, and for the first time, the Indian languages became written down. The Bible, prayer books and hymn books were translated, and to this day are the only real books in the language. They have themselves become symbols of what native culture is about.

Indian people have always been deeply spiritual, and that spirituality became a Christian one. There was no question about this being a white-man's religion imposed from the outside. It was accepted as their own, and very quickly, the various villages organised churches and people emerged as lay leaders. There has always been a deep sense of one-ness between white priests working in the area and the Indian people. For many years the white missionary was responsible for all leadership, and money from the south flowed in to support him...but increasingly things have been handed over to the local people. We now have many Indian priests, who are on an equal footing with any other priests; churches pay their own way; there is more independence, and yet more unity.

I urge the commission to recognise and use this unity between church and village in considering northern matters.

Forces which have (and often still do) worked against this cultural background and unity of the people are such as the following

- (i) A great number of self-styled evangelists, often independent of any particular group, are travelling around the north pressing their own forms of the Gospel. They have succeeded in dividing some villages into opposing factions in the last two decades.
- (ii) There has often appeared to be a kind of government policy of isolating the church as some outside interest. For example, one village band





council discussing the church which the people had built (at their own expense of money and time) was moved by government representatives to try to exact a high lease figure from the church. The same band council meeting a few days later, as the Church vestry council, refused, saying that if Indians were allowed to build back-houses on a reserve, without having to pay, why could they not build their own church?

(iii) Sometimes one hears talk of reviving the old pre-Christian culture. I have had village elders say to me that the young people urging this do not know what they are asking, and are insulting their forefathers who thought they were on to a better thing by accepting Christianity.

It cannot be too highly stressed that Christianity is not a white-man religion, and that it is in fact a part of Indian culture.

It is vital that this be recognised and used in consultations concerning our north. The Church is concerned with everything that concerns the people because it is the people, and not an outside organisation.

(iv) The education system as applied in recent years has been very effective in destroying Indian culture and village unity. Without wanting to deny an education to anybody, it is nevertheless true to say that the way it is currently done is a disruptive influence.

In demanding full-time attendance of students, it has effectively meant that families have to live together in villages all year, thus destroying the old nomadic way of life of trapping, hunting, fishing, etc. Children no longer learn from their parents how to live off the land.

In insisting on instruction in English, with almost all books and teachers having nothing else to use anyway, it has destroyed communications between parents and children. They are not only brought up in a different worlds but in different languages and thought forms.

In pushing a school-system geared for southern Ontario, it has trained children for a life they do not want and will never have, and left them unfit for anything they will have. Thus mass welfare, family break-up, lawlessness, indiscipline and aimlessness result.

It is too late to put the clocks back, I fear, but this is nevertheless a burning concern which this commission should address itself to. There may be a place for summer schools and more flexibility in the system, less pushing for undesired and usually unattained goals of education.





### III. Communications

Others have pressed the needs of communications on the area. We certainly are glad for great strides which have been made in improving all forms of communication.

Two areas which need close scrutiny are

(a) The postal service, which in many of our northern villages is very hit-and-miss, with as much as three weeks between deliveries in some cases, even at a post office advertising a weekly service. Often post offices are staffed by an inadequately trained person who is expected to work long hours on a part-time salary.

(b) The high cost of goods in the far north, resulting from high freight rates. Some form of subsidy should be explored. The post office charges the same prices country-wide, no matter how expensive the local transport may be. Why not a system where bread, gasoline, etc., could also be made available at ~~XXXXXXXXXXXXXXXXXXXX~~ prices nearer to those of the south?

### Conclusion.

It is hard to visualise the north as becoming viable in any real sense without some form of industry. And no industry can survive without adequate transport and markets. However, if it is economically feasible to produce and make a profit from cars, cameras and cassettes by making them in Japan and selling them in Canada, why is not possible to make these same things here and sell them elsewhere? Answer: technology, talent, geography and determination. The commission might well address itself to this question.

Finally may I again urge the development of some form of regionally autonomous authority, with full representation from the north, and based on some suitable northern centre? And why not Sioux Lookout?

*Spalding Kaye*

8/11/1977



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

**Canada Health And Welfare  
Medical Services Branch  
Sioux Lookout Zone Hospital  
Dr. W. G. Goldthorpe  
Zone Director**

PRESENTED AT

**Sioux Lookout  
on**

**November 8, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
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BY

DR. W. G. GOLDTHORPE  
ZONE DIRECTOR  
FOR  
HEALTH AND WELFARE CANADA  
MEDICAL SERVICES BRANCH  
SIOUX LOOKOUT ZONE HOSPITAL

PRESENTED AT

SIOUX LOOKOUT  
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NOVEMBER 8, 1977

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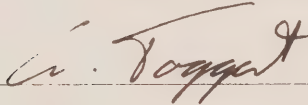
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November 14, 1977

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TORONTO





NOTE

The original submission as presented by Dr. W.G. Goldthorpe contained a set of Sioux Lookout Zone Statistics covering the years 1970 to 1976. These documents are of such dimensions as to prevent their inclusion in this copy of the submission.

The original documents may be viewed at the Commission offices at 55 Bloor Street West, Toronto.



## THE SIOUX LOOKOUT PROJECT - CULTURE AND GEOGRAPHY

(Address to Community Health Division Inaugural Symposium, University of Toronto, October, 1975, by Zone Director, W. G. Goldthorpe, M.D., D.P.H.)

First I would like to say that as a graduate of both this medical school and the School of Hygiene that I welcome the integration, I am in sympathy with its motives as I understand them, and I expect greater understanding between clinicians on one hand and students of epidemiology, health care administration, and environment will benefit us all, and the public.

Although I am on the staff of this faculty, I speak primarily as Sioux Lookout Zone Director, Medical Services Branch, Health and Welfare Canada, when I interpret the portion of this symposium allocated to health care for Indians, Sioux Lookout Zone, in part as a tribute to the hundreds of staff members of this university, and of graduate students, clinical residents, who have served over the years since 1969, in the health care of this special community.

Sioux Lookout Zone occupies the northwestern quarter of Ontario - an area about 400 miles square, covered with forest, dotted with thousands of lakes, stretching between the C.N.R. line and Hudson Bay, and east from the Manitoba border. Several great rivers flow through it into Hudson and James Bays. Three roads poke northward into it from the Trans-Canada highway - to Pickle Lake, Red Lake, and Sioux Lookout. These towns were established around the turn of the century, the first two as mining towns, Sioux Lookout as a C.N.R. divisional point where the crews change and live. Each has now a population of 2500 - 3000, mainly white people.

There are 10,000 Indian people in Sioux Lookout Zone - almost all "Treaty" or "status" Indians - that is, direct descendants in those bands with whom the federal government signed treaties in the late 1800's and early this century. In the north part of the zone, they are Cree, and in the south they are Ojibway - but there is no sharp dividing line - and language and facial features vary gradually from north to south and east to west of the zone. 8,000 of the 10,000 live in about 25 villages, scattered throughout the zone on the larger lakes and rivers, (varying from 17 to 1000 in population). These are accessible from each other and from Sioux Lookout only by air, or by arduous journeys by snowmobile in winter or canoe in summer, taking from eight hours to several days. The other 2,000 Indians live in villages along the C.N.R. line, or in or near the three main towns.

Traditionally the Indians of Sioux Lookout Zone were nomadic hunters, trappers, and fishermen. There were ample moose, caribou, beaver, deer, fox, and fish and rabbit, and birds, to meet their food and clothing needs. They lived and still live beside the larger lakes and rivers, for easier transportation and for fishing. Every 50 or 100 years or so they moved to a new location, when fishing or trapping dwindled, or when firewood was getting too far to get, or when a group of families split from the main band. Within this period families would be away from home for weeks at a time each year, on the trap line, or fishing. They gathered wild fruits and wild rice, but did not practice agriculture, because of poor soil, a short growing season, and nomadic habits. This pattern persists to some extent today.

Living off the land using techniques we have learned from them - for example the canoe and the snowshoe, they were probably maintaining their population, and were likely well-nourished, with a diet high in animal protein.



The first white men in the area came up the great rivers from Hudson Bay, to trade for furs for the Hudson Bay Company, 200 to 300 years ago. Missionaries were not far behind. As the Hudson Bay posts became semi-permanent, so the Indian villages became more fixed, as the people became dependent on metal utensils, manufactured textiles, and firearms. The missionaries were successful, so that now the majority of Indians in the zone are practising Christians. But the impact of white or Euro-American society was small, and white faces in their villages rare, until this century, especially the last three or four decades. Two major factors have been the bush airplane on skis or floats, and the beginning of school.

Starting in the 1940's, a minority of the children were somehow picked to go out to residential schools - large institutions run by the churches, to the south, housing and schooling about 150 Indian children each. For most of these children, who spoke no English when they came out, it was a terrifying and difficult experience, to be lifted from home at primary school age, into a large institution in a very foreign culture, with a foreign language, where all the rules, and even the idea of rules, were foreign. They were dealt with strictly, punished for speaking their own language, and group punishments for trivial rules infractions were common. Many children ran away, trying to walk home. Others were sent to correctional institutions as "unmanageable". It is hard to believe that such a Dickensian picture existed in Canada as recently as the 40's and 50's, but I do not doubt the many accounts of Indian friends who went through it.

Residential schools were taken over from the churches by the federal Department of Indian Affairs about a decade ago, and all have been phased out, as primary schools have been established in every Indian village with over 100 population, over the past 15 years. The old residential school buildings still serve, as residences for Indian children, who still have to leave home to go to school, because they live in a very small community, or for secondary school. They are now bussed to integrated schools in nearby towns.

Those who came through the residential schools, now in their 30's, are the first generation of Indians articulate in English. They are not yet in the leadership positions in their communities - most of the chiefs and councillors are in their 40's and 50's, never went to school, and speak little or no English. The residential school generation almost all went back to their own villages - not attracted to our way of life, and/or not feeling they could cope well or fulfill themselves living in white communities. But they understand us better, and are easier to communicate with, than their elders. The more aggressive of them staff the Indian organizations, such as Treaty 9 and Treaty 3 Councils, or interpret at meetings with outside agencies, or are health auxiliaries.

The primary schools in the villages have had major impact, and now all from about 6 to 20 speak English and have been exposed to history and concepts of the wider world, (and of themselves, from a white point of view). But English is not spoken in most homes, and each child is first required to learn and use it on school entry. Parents and community leaders are ambivalent to the schools, as "white institutions" teaching their children foreign values and ideas unknown to them. Attendance is not enforced. Teachers have become the most numerous white people in the villages, but stay an average of only one to two years. While neutral or sympathetic to Indian people and culture, they are unable to learn much in that





short time, of Indian language, values, and attitudes, to be able to teach other than from a white ethnocentric viewpoint. And even with the best intentions and capabilities, the schools and other expanding institutions of Canadian society could not have helped opening up over the last few decades one of the largest "generation gaps" that has ever existed in a people.

Before 1950 the offerings of trained health care came only to that small minority of Sioux Lookout Zone Indians who were out at residential school, who saw the doctor who accompanied the Indian agent annually on Treaty Day, or who were flown out by a sympathetic bush pilot, or at the request of a missionary or Hudson Bay manager, in a serious emergency. The great majority lived and died without exposure to medical or hospital care.

Around 1950, nursing stations were built by the Department of National Health and Welfare in several of the communities - Big Trout Lake, Pikangikum, and Lansdowne House. Each housed two or three nurses, who provided basic treatment and preventive care, and arranged referrals out to hospital. At the same time the Sioux Lookout Indian Hospital was built, as administrative headquarters and hospital referral centre for the zone service. Over the ensuing 25 years, four nursing stations have been added, at the other large Indian villages, Sandy Lake, Round Lake, New Osnaburgh, and Fort Hope, and cabins have been built in the smaller villages to provide overnight accommodation and basic clinic facilities for visiting nurses, doctors, and other health personnel. The community health aide conducts daily clinic, in the cabin, and the radio is there.

In 1972 the Sioux Lookout Indian Hospital became "Sioux Lookout Zone Hospital", with its facilities and those of the whole zone open to all, regardless of race or Treaty status.

What attracted me to Sioux Lookout Zone in late 1970 was neither the wilderness nor the Indian people, although over five years there I have developed a deep affection for both. It was the job - the opportunity to work in and direct a comprehensive primary health service, including preventive care, and first level hospital care. The Sioux Lookout Project of the University of Toronto was already well under way, thanks to the initiative of our Chairman, Dr. Bain, and to the support of Dr. Butler, Regional Director for Ontario, Health and Welfare Canada, Medical Services Branch. The Project must be one of the happiest co-operative ventures of government and university anywhere, - government providing the facilities, financing, nursing, technical, and support personnel, and overall direction, and university providing medical, dental, and social work personnel, plus in-service education and evaluative studies and reports. My central functions as Zone Director have been two - to assess health needs, request appropriate resources from government and university, and to try to arrange and direct the work situation to maximize efficiency, effectiveness, and job satisfaction for those involved. Second, and more difficult, has been to get to know the Indian people, understand their concepts of health and sickness, and subjective view of their own health, and to try to see that they are satisfied with the service.

The geography and population distribution of the zone present a technical challenge which a high level of appropriate resources meet in part, but can never totally overcome. A lot of money has to be spent on air evacuations of patients to hospital, including helicopter flights during break-up and freeze-up when ski and





float planes cannot land. The evacuation decision often has to be made on the assessment of the local health auxiliary, with doctor or nurse advice if she can get through by HF radio. (Reliable telephone service does not yet exist to most zone communities - but it has been promised, through satellite receiving stations or extension of line of sight towers, by 1978).

In order to get as many health services as possible right into the communities, most zone nurses, doctors, dentists make frequent trips in small aircraft. Because of weather, down to 60° F. below in winter, often inexperienced pilots, and old aircraft infrequently inspected by M.O.T. out of Winnipeg, there is an appreciable safety risk to staff and patients flying. There have been many instances of staff and patients down overnight in the bush en route to Sioux Lookout, and one patient life lost in a crash, in the last five years. A one-week survival course, including an overnight experience alone in the bush at 22° F. below zero, was held for 33 flying personnel last winter, and will be held again this winter. Other efforts are continuing to diminish the risk in flying, but it remains a significant cost of the service that has to be faced.

Another cost of geographic isolation is personnel turnover. Most nurses are willing to serve in a nursing station for only 1 - 2 years. It takes a special type of adventuresome spirit to go there in the first place, and qualities of social independence, resourcefulness, and ability to accept a lot of responsibility to make a go of it. Nurse recruitment and morale have been the greatest day to day concern of my job.

Perhaps the greatest cost of our particular geography is the obstacle it presents to communication - between hospitalized patient and relatives, among our service personnel, and between community leaders and the service administration. The radio system and flying visits help - but many problems arise or become magnified because face-to-face talk or even a private reliable telephone conversation are impossible for weeks at a time.

Now I would like to try to pass on to you a little of the understanding I have gained in five years of Indian culture, and how it affects health service, and then some thoughts on how health service affects culture.

Culture has been defined as the set of norms or instructions passed on within a group of people, to enable the individual to meet the major events and challenges of human life and the universe, and the set of meanings or interpretations assigned to the events. It includes values and particular practices both for survival and for artistic expression.

The culture of the Sioux Lookout Zone Indians is more different from the white Euro-American culture of Canada than any other I have encountered. (And these include the Chinese, and the Malayan aborigines). Most of the differences relate to their semi-nomadic hunting past, and need to interpret the forces affecting them.

They had no written language, and therefore no history, until white newcomers began to write it. They therefore value storytelling ability, and respect older people as transmitters of the wisdom of their people.



They are a very spiritual people. Some would call it superstitious, others religious with a small "r". They are concerned with the phenomena of life and the universe not explainable by direct observation. Those of you who have read Carlos Castaneda would have a good idea of it. They are not materialistic, not acquisitive. They do not save, but share what they have with others, expecting to be shared with tomorrow. It's easy to see this coming from a hunting tradition, with large game and no refrigeration. They are not concerned with material debts. Material things are there as needed, or not there. Wealth or deprivation are shared each day. Space is shared - generally they do not lock doors, and do not knock on arrival at a friend's home. They have more of a collective consciousness, are less individualistic than we are. They are not ambitious, in a material sense.

They work hard when necessary to feed themselves or accomplish a task, but do not value work for its own sake. They do not feel comfortable in nine-to-five jobs.

They are warm and loving in family units, with lots of physical contact. They want large families, and while they do not reject birth control practices which are freely available from the health service, their birth rate in the zone remains 35 per thousand per year, over double the Canadian average. They are permissive with their children, letting them learn for themselves, setting limits less confining and explicit than in our culture. This is easier, since the mother, or grandmother or big sister is with the child more of the time than in our culture.

They have more sex-role differentiation than we do, the male more dominant in political, social, and family life.

Their sense of time is unlike ours - they see it as an aspect of events, but not as a commodity to be measured in small portions, each with a value.

Generally they find us verbal, aggressive, acquisitive, ambitious, rational and measured in our ways. They see us living more in the future, with our savings and insurance and five-year budgets, while they live more in the present, more intuitively.

They are sensitive to attitudes and whether respect exists in interpersonal relations. They see through material and political externalities, to be good judges of character.

As with all generalizations, there are oversimplifications - there are exceptions on both sides, there is overlap, and some Indians have adopted white ways. A smaller number of whites have adopted Indian ways. No value judgements have been intended. There is an inscription in Spanish on the wall of the Museum of Anthropology in Mexico City, from where I have just returned on holiday, which says, translated,

"All men resolve the same needs with different resources and in distinct ways. All cultures are equally valuable."





But the Indian culture in Sioux Lookout Zone and elsewhere in Canada is in trouble. The Indians feel surrounded by a very foreign, powerful, aggressive white culture, rapidly coming into their areas with increased economic activity and government services, that they did not ask to join. This makes them quite unlike immigrant minority groups, who came here knowing it is a predominantly Anglo-Saxon country, and have motivation to assimilate.

The Indian has not yet decided what he wants of our culture, what he has to accept, or what it is feasible for him to retain of his own culture. This is his central dilemma. Scattered in villages remote from one another, and with different languages and dialects even within Sioux Lookout Zone, it is difficult for them to achieve a consensus, and to speak with one voice. Indians I know do not identify with Canada as an entity, or with Sioux Lookout Zone - they see the political boundaries not of their making. In particular they do not identify with the Canadian taxpayer - paying little tax themselves, and seeing governments with apparently infinite resources.

What of the interaction of Indian culture and the health service in Sioux Lookout Zone?

First, there is a gulf of understanding between professional, and Indian client and community. Trust has to be won by each new professional on the basis of his own actions, how he or she treats the people. The rate of turnover of professionals - a two year or so average stay - has not allowed any to become fluent in the Indian language, although language lessons have been held from time to time at the hospital to impart important phrases.

Although all possible encouragement is given to young Indian students to take up health careers, so far there are just three Indian R.N.'s in the zone, two of them working in the service. Only about 30 of the 190 zone personnel are Indian and they are in the less skilled jobs. There is no prospect within decades of this picture changing significantly.

The gap of understanding and trust make for a somewhat lower so-called "compliance" in for example taking medication, or submitting to surgery, than within our culture.

Almost all participating professionals, including university staff specialists, and residents, have benefited in learning in contact with the Indians, about their culture and disease problems - and some have gained new perspective on our own culture seeing it dimly through Indian eyes.

What is the level of health of Sioux Lookout Zone Indians, and how has it been affected by the Sioux Lookout Zone Project?

First one has to deal with a definition of health. I don't know if there is an Indian concept or word for health - I know only their words for sickness, and pain. The older Indians think there is more sickness around now than there used to be. They are quite possibly right. They think a lot of it comes from the white man, or because of contact with the white man, or eating white man's foods only. They are certainly right in this.



In the measurable aspects of health, Sioux Lookout Zone Indians are somewhat worse off than the general population of Canada. Infant mortality is still nearly 50 per thousand live births, crude death rate is about the same as Canada's, with a younger population. Over one third of deaths are violent. Certain diseases, such as tuberculosis, infectious hepatitis, scabies, otitis media, dental caries, and trauma, have a much higher incidence than in the general population.

These levels of "outcomes", "what really exists out there", have stayed distressingly constant over the time I have been following them, in spite of a quantity and quality of health care process monitored by hundreds of teaching hospital visitors, and of which I have been generally very proud.

I cannot escape the conclusion from these observations in Sioux Lookout Zone, similar to that reached by the Minister of Health on examining Canadian morbidity and mortality generally in "A New Perspective on the Health of Canadians", that health services have a very modest effect on health levels, relative to lifestyle, environmental, and human biology factors.

There is another concept of health perhaps more important than measurable health - at least I believe it is. It is more closely related to the subjective sense of well-being - but rather than the absence of disease, disability, and death, which are always with us, it is their acceptance. It is that part of a culture which gives meaning to inevitable sickness and death, and allows suffering to be borne with dignity. "There is a healthy way to live a disease". It is the interpretations and norms a culture provides to guide the behaviour of a sick person, and those around him, to promote recovery where possible, and to increase group cohesion.

This line of thought comes from Ivan Illich in his recent book "Medical Nemesis - The Expropriation of Health". He criticizes the medical profession, and health services, for having expropriated from people the responsibility to deal with illness and death, having made them passive voyeurs at the major events of their lives. He states "the level of public health corresponds to the degree to which the means and responsibility for coping with illness are distributed among the general population". He believes that up to a certain level of professional health services (far below where we have reached in industrialized countries), they complement "autonomous" health coping. Beyond that, they harm health by diminishing self-reliance, in situations where they have no demonstrable effect on disease outcome or mortality. He makes a powerful case for this view. I feel his book should be read by every medical student, and deserves the careful thought and an answer from the health philosophers of this new division.

In Sioux Lookout Zone, in spite of the overlay of Christianity, and the rarity for some decades now of practising medicine men, there is still a socially cohesive and dignified way of dealing with death, and interpreting it, quite different from ours. Still about half of all deaths occur at home, fewer than half in hospital. People prefer to die at home, and our health service tries to respect this whenever possible. We try not to impose excessively heroic measures on the dying person. Still, too many deaths still take place in hospital, away from family and friends.

Some folk medicine persists - perhaps a similar level to a generation or two ago in our society.





Looked at in the light of this health concept, Sioux Lookout Zone Indians are probably healthier than Canadians in general, but quickly coming down to our level by increasing reliance on the system.

The objective of the Department of National Health and Welfare in the zone is to the best of its ability to assure access for the Indians, in spite of geographic isolation, to health care comparable to that available to Canadians generally. Through the allocation of ample funding in recent years, and through the co-operative venture with the University of Toronto's Sioux Lookout Project, I think this has been fairly well achieved. In some ways we offer better than the average Canadian receives - in other ways, dictated mainly by geography or culture or language difference, we fall short.

Whether the Indians are better off for it, as conventional medical and political wisdom believes, or worse off, as Ivan Illich suggests, is hard to answer. But I am sure the serving participants from the University are better off for it, and the University is better off for it, in knowledge and understanding beyond what can come from controlled clinical trials.

And so far, anyway, Indian leaders in their meetings with me ask for more, not less, of the service.



## MALNUTRITION IN SIOUX LOOKOUT ZONE INDIANS 1970-74

W. G. Goldthorpe

I report as Medical Director of a comprehensive health service and hospital, serving 10,000 registered Indians in the northwestern quarter of Ontario, known as Sioux Lookout Zone. As such I have been able to participate in a number of small studies of the health status of this well-defined and not very mobile population. I have also monitored mortality and morbidity through discharge diagnosis coding in a medical record system at Sioux Lookout Zone Hospital, where well over 90 percent of the primary hospital admissions of this group occur. I will present some nutrition facts from these sources, together with impressions and insights on related cultural, economic and food-habit factors gained from 4 years of living with and serving the Indian people.

First, a few words about the people. They are Cree and Ojibway, quiet unaggressive, still seminomadic hunters, trappers and fishermen, living in about 25 communities, populations from 17 to 1,000, scattered without road access on the larger lakes and rivers across the top of the province. One of the communities, Pikangikum, with 642 people, was included in the Nutrition Canada Survey. Primary schools have existed for about only 10 years, and few people over 30 speak English. The first batch of several hundred teenagers are now at secondary schools in the south, but most drop out and return to their villages. Only a handful have completed high school. Families are large (mean birth rate since 1970 -- 36 per 1,000) and houses are small, almost all the newer ones being wood-frame government housing. None have running water (it is fetched from the lake with a pail, even in 40° below weather); very few have electricity, and all are heated by one centrally



placed wood stove which is also used for cooking. Very few have ovens -- cooking is by boiling, or frying. Collecting wood for fuel in the cold of winter is almost a halftime job. Most communities have one general store (the Hudson Bay), the source of all bought food. Food is very expensive, most of it having to be flown in. Fresh fruits, vegetables and meat often disappear quickly after arrival of the weekly or twice weekly schedule flight. Only the nurses can afford fresh frozen milk.

Communities vary in economic self-sufficiency. Most employment is seasonal -- hunting moose and caribou, trapping (mainly for beaver pelts sold to the Bay), commercial fishing, forest-fire fighting, tree planting, guiding tourists, wild-rice picking, and building public housing, schools and airstrips. In summer, in most communities, every able-bodied man is fully employed. But the Indian culture is not to plan or save, but to share and live fully for today, so that within months of a successful return from the trapline, there may have to be a welfare cheque. There are only a few year-round salaried unskilled jobs in the communities. Those on permanent welfare through disability, age or loss of a family head are forced by high prices to subsist on cheap starches and sugars, macaroni and lard, alleviated rarely by some shared moose or fish from a neighbour or relative after a successful hunt. Although the most able and energetic Indian men can still support a family well -- sometimes even support more than one wife -- cash flow from outside in welfare and family allowance cheques, pensions, Manpower payments for adult education, LIP grants, etc., makes up an increasing proportion of total income. Teen-agers at school are not learning their fathers' skills at hunting and trapping. Numbers of salaried jobs are increasing very slowly, and food prices are increasing very quickly.





Indian families have little furniture, do not sit down around a table at meals and tend to snack all day. They are permissive with their children, and generous with coins which the children spend at the Bay for candy and pop. A Zone dentist has seen an increase in dental caries in school starters over the last 3 years, in spite of a programme since 1971 of free daily fluoride-vitamin drops or tablets for all infants and children up to age 9, and free toothbrushes and toothpaste. He attributes this to an increase in sugar in youngsters' diets during the last 3 years. A review of the sales records for sugar and candy in the Bay store in one community revealed a very high per capita amount purchased daily.

A health survey was carried out in Sioux Lookout Zone in 1973, based on physical examinations and histories of a random sample of 20 percent of families in all isolated communities, by Dr. Mary Hunter. She received good cooperation and carried out over 1,000 examinations, including height and weight, hemoglobin, and triceps skinfold thickness. Results are not yet available.

In 1972, Dick Huset, then a medical student, studied prenatal care and birth outcomes for the 584 consecutive pregnancies (excluding abortions) in this population from January, 1970 to June, 1972. The data were obtained retrospectively from medical records at the community nursing stations and in the hospital.<sup>1</sup> The mean birth weight was 3.65 kg (compared with 3.30 kg in a large white North American population). The mean maternal hemoglobin level at first prenatal visit was 11.5 g/100 ml. Sixteen percent were less than 10 g/100 ml (mean gestational age at first visit 23 weeks). Interestingly of all independent prenatal variables that might bear on the incidence of neonatal death (he examined 23 variables in a sophisticated regression analysis), he found lowest recorded prenatal maternal hemoglobin to be the





most statistically powerful predictive factor -- more powerful even than Goodwin's antepartum fetal-risk score, made up on a combination of known risk factors.<sup>2</sup>

Drs. Kewley, Martin and Chance studied 99 births between October, 1972 and April, 1973, consisting of 88 Indians and 11 whites.<sup>3</sup> Only pregnancies terminating between 38 and 42 weeks were included. The mean birth weight for Indian babies was 3.64 kg, and for whites, 3.23 kg. This higher weight was positively related to weight gain in pregnancy and prepregnant weight, and cord plasma insulin was related to infant birth weight.

More recently, a nurse practitioner at the Fort Hope nursing station measured hemoglobin levels in a 10 percent representative sample of pre-schoolers and schoolchildren in her community, and tried to find a relationship with a 24-hour food intake history taken from the mother for the previous day.<sup>4</sup> She found three cases of mild anemia -- about 10 percent of the sample. She could not obtain a correlation, by inexact recall of amounts eaten. From her rough estimates of iron intakes, she would have expected more anemia.

Sioux Lookout Zone Hospital admissions were reviewed for a 4 3/4 year period, from January, 1970 to the present. In spite of medical concern about malnutrition, over this period few cases of specific nutritional deficiency states have been diagnosed, apart from iron deficiency anemia. In 8,368 hospital admissions over this period, one possible case of scurvy was recorded in 1971. There were five cases of rickets, two in 1971, one in 1972 and two in 1974. Two cases of folic acid deficiency were diagnosed, one each in 1970 and 1972. The only other deficiency states recorded have been:



|               | <u>Iron Deficiency Anemia</u> | <u>Malnutrition, Not Otherwise Specified</u> |
|---------------|-------------------------------|--|
| 1970          | 56 cases                      | 18 cases                                     |
| 1971          | 24 "                          | 14 "   |
| 1972          | 46 "                          | 17 "   |
| 1973          | 24 "                          | 1 "  |
| 1974 to Sept. | 13 "                          | 0 "  |

Finally, I reviewed the medical records of all infant deaths in the population from January, 1970 to the present, looking for evidence of nutritional factors. There were 80 infant deaths, a rate of 50.0 per 1000 live births. This compares with an infant death rate of 15.0 for Canada in 1973, excluding Indians and Eskimos, and 40.6 per 1000 live births for Indians nationally in 1973.<sup>5</sup> Environmental and economic factors are harsher, and geographic and cultural barriers to health care greater for Indians in Sioux Lookout Zone than for most Canadian Indians. Still it has been humbling to be facing this high and not declining infant death rate while applying increasing medical and particularly paediatric resources, as well as public health nurses and Indian health auxiliaries. Fourteen of the deaths occurred within the first 24 hours of life (prematurity five; amnionitis, two; meconium aspiration, two; RDS, five). A further 11 deaths occurred within the first 28 days (congenital heart disease, four; Down's syndrome, one; meningomyelocele, one; crib death, two; pneumonia, four). The remaining 55 died after 28 days.

The 25 neonatal deaths gives a rate of 15.6 per 1000 live births, double the Canadian rate of 7.7 for 1973, but a bit less than the National rate for Indians of 16.2.<sup>6</sup> Most of the "excess mortality" in this group occurred in the postneonatal period -- 55 deaths between 29 and 365 days of age. Of these, 39 were born at Sioux Lookout Zone Hospital, eight at other small northern hospitals (at Red Lake and Geraldton), six at home, one at a nursing station, and one unknown. These proportions are similar



to those for all births. It is striking that 14 infants had a serious congenital anomaly as the underlying or main cause of death. Only 12 of 55 had gastroenteritis (including four with pneumonia as well). I might have expected a higher proportion in this age group, given the general hygienic conditions. That there was not is probably a tribute to the fact that an estimated 95 percent of Indian mothers in this area still breast feed, for several months at least.

Review of the medical records from the hospital and the community revealed that in 20 of the 55 cases there was significant indication of a nutritional problem recorded prior to onset of the terminal phase. In six of the cases death occurred at least in part because of a significant congenital anomaly interacting with malnutrition.

I recognize the weakness of these data since they are uncontrolled and retrospective. Nevertheless, it seems clear that malnutrition has been a powerful contributing cause to almost half of infant deaths between 28 and 365 days of age in Sioux Lookout Zone. Since almost half of these deaths occurred at home, and only four of 55 in Sioux Lookout Zone Hospital, it is clear that we cannot concentrate our greater efforts in hospital to bring about improvements. So far our interventions in influencing diet have been relatively ineffectual, given the cultural, language and geographic distance between health professional and client. I hope to translate this infant mortality picture into terms readily understood, with practical implications for the Indian auxiliary personnel in the service. In order to give better nutritional advice, we are beginning to develop cost factors for nutrients in a typical Indian community.<sup>7</sup>



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*A baby girl who has been flown to the zone hospital for treatment.*



# THE SIOUX LOOKOUT MEDICAL PROGRAM

BY WAYNE R. MCKINNEY

*Dr McKinney, paediatric resident in the Hospital for Sick Children, Toronto, was assigned to the Sioux Lookout program for September 1972.*



Northern area of the Sioux Lookout Medical Zone. The map is approximately 91 miles to the north. Sioux Lookout is about 270 miles to the southwest from Big Trout Lake.

THE ONLY INDIAN TREATY that required the central government to provide health services was negotiated with the prairie Indians in 1876. In what is now part of Alberta and Saskatchewan, the local administrators of Indian Affairs had to have a medicine chest in their offices.

Without treaty obligations, the Indians were dependent on individual physicians, missionary enterprises, and traders for health services. With piecemeal medical care, their health had drastically deteriorated by the turn of the century. In 1905, public concern about the danger of the Indians transmitting disease to other people forced the Department of Indian Affairs to appoint a Medical Superintendent, Dr P. Bryce.

Five years later, Dr Bryce was dismissed. His pressure for drastic changes and expensive action annoyed the Department. Seventeen years passed before a new Medical Superintendent, Colonel E. L. Stone, was hired and he moved cautiously.

In 1945, the responsibility for Indian health services was transferred from the Indian Affairs administration to the newly created Department of National Health and Welfare. At that time, tuberculosis was decimating the Indian population. All seventeen 'Indian' hospitals were



reating nothing else. 'White' hospitals helped but they were overwhelmed.

Isaac Littledeer, an 81-year-old retired hunting guide, recalls that in the forties, tubercular Indians from nearby reserves filled the wards of the General Hospital in Sioux Lookout, Ontario. This forced the government to build a 100-bed hospital for Indian patients in the town but, within months, its wards were crowded with new cases of active tuberculosis. This dangerous situation was dramatically improved in the early fifties by the discovery of drugs to treat tuberculosis. Soon the hospital was able to free beds to treat Indians with a variety of medical problems.

The Sioux Lookout Zone in northwestern Ontario stretches from Hearst on the east to the Manitoba border 100 miles to the west. The town of Sioux Lookout is located on the main line of the Canadian National Railway, the southern border of the zone. Seven thousand Cree and Ojibway Indians live near the railway tracks but 8,000 more live in small communities scattered throughout northwestern Ontario from the northern border on Hudson Bay to the railway line in the south. The only transportation is by small aircraft and the only communication is by radio.

Temperatures range from approximately 95° F. in the summer to an occasional -50° F. in winter. Like missing pieces in a giant jigsaw puzzle, thousands of lakes are scattered over this vast area. Roads do not intrude beyond Pickle Lake near the railway line in the south.

Progress in the delivery of health services was understandably slow but in 1969 a crisis was reached. At that time the medical program called for a physician as Zone Director, three medical field officers and a dentist; the federal government had been able to recruit only one doctor and one dentist for the entire area. It was impossible for one doctor to administer the program, visit the outlying nursing stations and run the hospital. The dentist was able to make only occasional field trips. Each nursing station was budgeted for two nurses but many stations had only one. The hospital required twenty-one nurses but had only fourteen.

In February, 1969, the government asked the faculties of medicine and dentistry of the University of Toronto to help. After three years of collaboration, the university's Sioux Lookout Project is considered a model for other under-doctored areas.

Dr W. G. Goldthorpe, the Zone Director, is a physician experienced in the delivery of health services to remote areas in Malaysia and Jamaica. He is a direct employee of the Medical Services Branch but the university is responsible for recruiting his medical and dental staff. The medical school hires two or more family practitioners each year and one or more dentists; paediatric residents from the Hospital for Sick Children in Toronto provide continuous coverage in paediatrics by serving one-month rotations. The doctors work in the Indian hospital in Sioux Lookout but each spends one week a month visiting the outlying nursing stations.

*Dora Beardy, community health aide on the Bearskin Reserve, assures a young patient that she is not seriously ill.*









WAYNE MCKINNEY

*The 70-bed hospital at Sioux Lookout, Ontario.*

The services of the dentist are augmented by the university's dental interns and consultants who regularly visit the zone, as do consultants and residents in internal medicine, orthopaedics, ophthalmology and the other medical and surgical specialities. Each nursing station is now staffed by two or four nurses and the university's nurses receive part of their final year's training in the hospital.

Seven nursing stations scattered throughout the Zone serve their own and twenty satellite communities. The largest station is located in the Cree community of Big Trout Lake 275 miles northeast of Sioux Lookout. Anna Trenholm, an experienced outpost nurse practitioner, is in charge of the Big Trout station and supervises clinics in Sachigo Lake, Bearskin Lake, Angling Lake, Kasabonika, Rocksand and Fort Severn. Nurses Linda Ledwith, Ier Rottenstein and Janet Hall, wife of the local Hudson's Bay Company manager, share nursing duties with Anna and one of the four nurses visits each satellite twice a month. One of these visits is devoted primarily to immunizations and prenatal care.

Each weekday morning the sick gather in the small waiting room adjacent to the clinic on the ground floor of the two-storey medical building in Big Trout. On a September morning, a young infant with a 'cold', laced into a birch-bark *tikinakun* is first. Sadly, the *tikinakun* is a contributing factor in the number of Indian children afflicted with hip deformities. A two-year-old girl with draining ears plays beside her grandfather. His magnificent old face, carved by harsh weather and memories does not betray the severe back pain that has brought him to the clinic.

Anna prescribes medicine for the infant's cold and x-rays his hips. She suspects a hip problem and saves his x-rays for the next visit of the bone specialist. The young girl's draining ears are treated with antibiotics and ear drops, and the old man is given pain medicine and is scheduled to be flown to the hospital for a thorough evaluation of his problem.

Before the clinic ends, the community health aide from Bearskin radios that a 12-year-old boy on the reserve has been vomiting throughout the night. A single-engine Cessna is flying Ier Rottenstein to Sachigo Lake in the afternoon. She will stop at Bearskin Lake on the way.

A health aide in each outlying clinic handles the day-to-day medical needs of her neighbours and contacts the main nursing station by radio if she needs medical instruction or if a patient must be transported to the hospital in Sioux Lookout for emergency or routine treatment. Dora Beardy, a Cree Indian, is the aide on the Bearskin Lake Reserve, an hour's flight from Big Trout. The doctors praise her for her medical knowledge and her concern for her people. She is required by the regulations to hold clinic for two hours a day but Dora's neighbours know that she is always available. They brag that she 'always has her nose in a medical book'.

Dora is waiting at the edge of the lake when the pontooned Cessna lands. The dock at Bearskin rises high in the water and the plane has difficulty docking. By the time Dora and Ier arrive at the clinic building, the bush telegraph has announced the nurse's visit and the sick boy and his parents are waiting at the door. He doesn't look particularly ill but Ier radios the Big Trout clinic to report that she will bring him in on her way back from Sachigo Lake.

The clinic at Sachigo is held in a freshly painted, well equipped room in the school. A trailer or small frame building is used on other reserves. The women bring their shy, giggling children to Ier for vaccinations and Maria Beardy, Sachigo's aide, helps the mothers comfort their crying children after the hurtful 'sting'. Beardy is a common family name among the Cree and Dora and Maria are not related. The nurse sees twenty-three patients before the Cessna returns to Big Trout. It is seven o'clock when the plane lands at the nursing station with the boy from Bearskin.



the radio room in the hospital at Sioux Lookout where calls from outlying nursing stations are received.



Moses Mosquito is a community health worker assigned to the Big Trout nursing station and its outlying clinics. Like the aides, the health workers are employed and given training courses by the Medical Services Branch. Moses' job is to encourage his neighbours and relatives in Big Trout and the satellite communities to upgrade their nutritional habits and sanitation standards without arousing their resentment. After completing his training, Moses returned home to introduce concepts about sanitation, diet, and the spread of disease that were radically different from traditional attitudes.

Health workers like Moses are caught in an ironic dilemma. The worker is appointed jointly by the Chief, band council, and the Medical Services Branch in the Zone. Yet a returned trainee may find himself resented because of his government salary and 'white man's ways'. Sometimes it appears to the people on the reserves that the health worker's authority is even greater than that of the Chief and councillors because of his direct link with federal resources and assistance.

Moses is worried about the contaminated water supply at Bearskin. Diarrhoea is common on the reserve. The people get their water from the lake but many do not boil the water and forget to treat it with chemicals. Each family has been given a kit to purify their water. Moses makes posters in the Cree language to illustrate the need for pure water and teaches the families how to use the kits. He does not give up. The Chief at Big Trout complains that there is only one Moses and he wants one for each satellite.

Fort Severn on Hudson Bay, approximately 500 miles from the hospital at Sioux Lookout.









WAYNE MCKINNEY

*A visiting ophthalmologist from Toronto helps a young patient, newly discharged from the hospital to board an aircraft bound for home. The eye specialist is on his way to Big Trout Lake to treat eye problems and the young boy is returning to Sachigo Lake, an hour and a half by air from Big Trout.*



*A six-week-old infant who arrived at the hospital in a beautiful birch-bark tikinakun. The use of the tikinakun is associated with an increase in congenital hip deformities.*

The day after Ier returns from Bearskin and Sachigo, Don Smith, a 28-year-old family practitioner from the Sioux Lookout hospital, arrives in Big Trout for a week's stay. Don sees the young patient from Bearskin and diagnoses his problem as a 'viral' infection in his stomach. It isn't a serious problem but the boy will stay at the station until he's completely recovered.

Anna usually has the patients with the difficult medical problems prepared for the doctor's visits, but seriously ill patients are flown immediately to the hospital. She is kept busy by the zone doctors and visiting specialists — maintains records of all the speciality problems in Big Trout area and makes certain that the visiting eye specialists see all of the eye problems and the other specialists see all of their cases.

Usually, two or three consultants visit the station each month. Anna and her nurses live on the second floor of the Medical Services Branch building in Big Trout but the visiting medical and dental personnel stay in a trailer parked beside the clinic. Overnight cabins at outlying communities are used by nurses, doctors, and dentists on regular visits.

Supplies are brought in to the nursing stations once a year by tractor-train during the winter months but small emergency items can be flown in. Because of break-up and freeze-up, it is usually impossible to visit any of the clinics in mid-May and mid-November. The federal government proposes to build all-weather landing strips at several of the stations. One is under construction now at Big Trout.

The University of Toronto's Sioux Lookout Project hopes to involve the Indian people in the planning and control of their health services to a greater extent. The energetic director, Dr Goldthorpe, organized a meeting in Sioux Lookout in June 1971, to initially present the idea to the chiefs, councillors, community health aides and community health workers throughout the Zone. Representatives from the Medical Services Branch in Ottawa, the University of Toronto, and the Union of Ontario Indians were also present.

'We are not asking the people to do a job for us' Dr Goldthorpe said then. 'We are asking the people of each community to do a job for themselves. If this meeting works, you will bring up more problems for us to solve and make us work harder for the people.'

'This is a hospital for the people. We are the people who provide the service. The Indians on the reserves get the service. They will be represented by an advisory board.'



WAYNE MCKINNEY

'I am concerned for the sick people who use our services. They do not have enough say. They should not have complete power but they do have opinions and we want to hear them. They can put pressure on to make sure the service is good.'

The project is moving towards integrated health services for treaty Indians and all Canadians in the Sioux Lookout Zone. Non-Indians are treated in the Indian hospital and Indians are treated at the General Hospital in Sioux Lookout. Although most Indians prefer their own hospital, they can be hospitalized in the General Hospital in Sioux Lookout, if they wish.

The General Hospital and the Indian hospital may need to provide different services in order to integrate and improve the health services. Whatever the ultimate solution, the problem of integration appears to be an important one.

Dr H. W. Bain, Chairman of the Department of Paediatrics, University of Toronto, believes the project is a feasible model for delivery of health care in a remote area under extremely adverse conditions. He says that a modified version would be applicable to underdoctored areas in other parts of the world.

In a recent issue of the *Journal of the Canadian Medical Association*, Dr Bain suggested that doctors who have spent one year in general practice, especially in an area like Sioux Lookout should be given some priority for acceptance into university post-graduate medical programs. This would be an indirect way to help solve the doctor shortage in small Canadian communities.

'The Sioux Lookout Project is a collaborative one of universities, governments, doctors, dentists, nurses, community, and consumer, each doing what it does best' says Dr Bain. ♦





# The University of Toronto "Sioux Lookout Project"— a model of health care delivery

H. W. Bain, M.D., and Gary Goldthorpe, M.D., *Toronto*

**Summary:** The University of Toronto's Sioux Lookout Project is described in detail. The scheme is a collaborative one in which universities, governments, doctors, dentists, nurses, communities and consumers participate. After three years of operation it appears to be a feasible model for delivery of health care in a remote area under extremely adverse conditions. It is suggested that a modified version would be applicable to other underdoctored areas. The individual roles of the various participants are outlined. Universities, by giving some preference in their postgraduate training programs to doctors who have spent a year in practice, especially in remote areas, would make a major step towards correcting the maldistribution of doctors.

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In February 1969, The Hospital for Sick Children, Toronto and the Faculties of Medicine and Dentistry of the University of Toronto in collaboration with the Medical Services Branch of the Department of National Health and Welfare began a program of delivery of health care to the Indian population of the Sioux Lookout Zone of northwestern Ontario. This paper describes the salient features of the program and suggests that it could act as a model for delivery of health care to other underdoctored areas.

## The Sioux Lookout Zone

The Sioux Lookout Zone stretches from Hearst, Ontario on the east to the Manitoba border on the west and from the main line of the Transcontinental Canadian National Railway on the south to Hudson Bay on the north. The focal point for the operation is the Federal Government's Sioux Lookout Zone Hospital of 80 beds, situated in Sioux Lookout, Ontario.

The population served consists of some 15,000 Cree and Ojibway Indians, about 7000 of whom live near the railway line. The main challenge is presented by the remaining 8000 who are scattered over 100,000 square miles north of the railway where the only transportation is by small float- or ski-equipped aircraft and the only communication by radio.

Sioux Lookout itself is a modern town of some 2500 people, essentially all of whom are white. It is served

medically by a 40-bed general hospital and two general practitioners in private practice. It has modern stores, movie theatres, good primary and secondary schools, recreational facilities, etc.

## Nursing stations (6)

To the north, at distances varying from 150 to 300 miles, are six nursing stations located in Indian communities with populations of 400 to 900 each. Each nursing station is staffed by two to four nurses who have had special training in midwifery or public health. Each station has four or more beds for short-stay patients, x-ray facilities and a complete stock of antibiotics and other medical supplies. The nursing stations have radio communication with each other, with their satellites and with the base hospital at Sioux Lookout.

## Satellites (17)

Each nursing station has one to several satellites located 15 to 175 miles away. Again, intercommunication is by air transport and radio. Satellite clinics are staffed by a Community Aid who is usually recruited from the local population and trained appropriately. Nurses from the parent nursing station make regular visits to carry out immunizations and make emergency visits at any time at the request of the Community Aid.

Trailer accommodation for medical and dental personnel is provided at all nursing stations and overnight cabins at most satellites, enabling doctors and dentists to make regular



Nursing School sends its final year nursing students in groups of four to the zone hospital for a month of field training. This arrangement is funded by the Ontario Hospital Insurance Commission.

#### **Elective for medical students**

A four- or eight-week elective of supervised service at the hospital and in the zone has attracted medical students not only from our own medical school but from many of the major centres in the United States and Great Britain. Two have returned as full-time family practitioners in the project.

#### **Diagnostic facilities**

During the first year of the project we did little to improve the rather poor state of our laboratories for biochemistry, hematology and bacteriology. In a sense this lack was valuable. The residents found that they could handle many emergencies without the usual "routine determination of electrolytes". The laboratories are now sophisticated enough to ensure good care and adequate investigation of common problems. Technicians from the zone hospital visit Toronto hospitals for refresher courses while technicians from the affiliated University of Toronto hospitals may visit the Sioux Lookout Hospital. The Department of Radiology provides a 24-hour consulting service, reading difficult radiographs and phoning the results to the zone hospital.

The next major input will come from the Department of Preventive Medicine and the School of Hygiene.

#### **Evaluation of the project**

Because the Indians have been "studied to death", we initially refrained from evaluating how well the project delivers health care. In early 1971, under the direction of Professor Robin Badgley, Chairman of the Department of Behavioural Science, Faculty of Medicine, University of Toronto, a five-year study of effectiveness, funded by the Department of National Health and Welfare, was begun.

#### **Objectives**

Our initial objectives were relatively simple: to make adequate health care accessible and available to the Indian people, not only at the Sioux Lookout Zone Hospital but also in

the remote isolated communities; and to educate ourselves in the real problems of the Indian people, define their needs and expand our program accordingly.

Our present objectives are broader:

1. To provide good quality total health care and services to the registered Indian population not otherwise served in the Sioux Lookout Zone. Good quality includes adequate quantity, accessibility and continuity with appropriate emphasis on prevention and health education.

2. To move towards integrated health services for registered Indians and other Canadians and, to this end, not to restrict our services to registered Indians.

3. To stimulate and participate in the development and operation of mechanisms through which the consumers of the health services share in the planning and control of the services.

4. To develop and use, systematically and periodically, indicators designed to evaluate the quality of care provided and the level of health achieved.

5. To coordinate provision of personal health service with other major determinants of health such as income and job opportunity, education, physical environment (sanitation, etc.) and community (political) development.

6. To provide a stimulating educational experience in the provision of community-oriented total health care to medical, dental, nursing and other students and residents and to other visitors and workers in the Sioux Lookout Project with a view to recruiting such personnel for similar positions in other underserved areas.

#### **Features of the plan**

The plan has some particularly important features. The centre is in a town large enough to provide schools and recreation facilities and it has relatively easy access to major cities.

Since almost all essential services are provided at the base hospital it is necessary to refer only major complicated problems to the larger centres.

Enough doctors, dentists and other personnel are provided to allow reasonable working hours and adequate time off.





Exposure to rural medicine at its best is provided for health science personnel. If the program is stimulating enough many of these people will return for longer periods of time when they have completed their training programs.

Regularly scheduled consultant visits provide continuing education not only for the residents and family practitioners but also for allied medical personnel. In addition, many of the consultants, recognizing the value of this type of training for undergraduate and postgraduate students, have introduced changes into university teaching programs.

University affiliation is one of the most valuable features of the plan. Since the University is responsible for continuing education, for maintenance and upgrading of standards, for evaluation and for assistance with recruiting, it feels a responsibility for the project and the people working in it.

Of the utmost importance is the local administration of the project. The local committee at Sioux Lookout consists of the Zone Director, the full time general practitioners and dentists, Matron of Nursing, the Zone Director of Nursing, the Hospital Administrator, the Transportation Officers and others as needed. It has the following functions:

1. To plan and coordinate the program as far in advance as possible and notify the Toronto committee of its needs for consultants, surgical teams and specialty services.

2. To maintain the educational aspect of the program by planning lectures and seminars by the visiting consultants and specialty residents, not only for the local doctors, dentists and medical and dental students but also for nurses and other health personnel in the hospital and in the outlying posts.

3. To maintain an adequate library at the base hospital and in the nursing stations.

4. To receive and discuss reports from health committees which have been set up in the various nursing stations and satellites and which have major representation from the consumer, i.e., the Indian people.

5. To improve all forms of communication between centre and outposts.

6. To help evaluate the program and the university input into it.

The University is now responsible

for recruiting all medical and dental personnel except for the Zone Director, who is an employee of the Federal Government.

#### **Financial aspects**

The salaries of all permanent doctors and dentists (except the Zone Director) and the travelling and maintenance expenses of all interns, residents, consultants, dentists, psychologists and elective medical students, are paid by the Federal Government, Department of National Health and Welfare, through a contract agreement with the University of Toronto. The salaries of interns and residents excused from their regular duties to work in the project are continued by the Ontario Government Department of Health.

#### **Application of the model to other underdoctored areas**

The Sioux Lookout Project "works" under the most adverse conditions. Although the doctor-population ratio in Canada is about 1 to 800 there are many towns of 1000 or more people without a doctor and with little or no hope of attracting one. However, most such villages and towns in Ontario have excellent roads connecting them with larger towns and dependable telephone communication. Not so Sioux Lookout.

Solo medical practice appears to be a thing of the past and in fact should probably be discouraged. This does not imply that doctors must work in groups, but that they should not work in isolation, without some agreement with other doctors to provide opportunity for an occasional weekend off, holidays with their families, and attendance at medical conventions and refresher courses. The minimal number of doctors in any area should be two and preferably three or four. Therefore emphasis should be placed on establishing such a group in the centre and providing nurse practitioners or their equivalent in smaller satellites. The Sioux Lookout Project suggests a practical pattern for the delivery of health care.

In establishing such a scheme the roles of the University, the Government and the Community are each important. Maldistribution of doctors rather than an actual shortage is the major problem in Canada.

a) *Role of the University*



It is desirable that each medical centre with its satellites have a university affiliation, no matter how tenuous.

1. It is suggested that universities should give some priority for acceptance into postgraduate medical programs to doctors who have spent one year in practice anywhere, but especially in an underdoctored area. (This need not be mandatory as some doctors do not wish to practise but plan a research career.) In Ontario alone, 400 to 500 doctors would be potentially available each year for long- or short-term general practice. In Canada the number would be about 900. Perhaps so many would remain in general practice that the number in the postgraduate special programs would be insufficient! Each university would have a list of many places to practise across Canada and the doctors who had completed the necessary training would have multiple choices. This in turn would ensure that each area would continually upgrade its working conditions in order to attract a continuing supply of doctors and encourage some of them to stay.

2. The University would provide medical students, interns and residents with electives for one to two months to interest them in the program and give them the opportunity to decide if they like the community.

3. The University would be responsible for continuing education programs in several such centres. However, the local committee should arrange its own program and make requests to the university for consultants and lecturers. Centres which failed to develop or maintain good programs would lose university support.

4. The University would assist in coordinating programs, advertising job opportunities, and so forth.

5. The University would be responsible for establishing appropriate training programs, not only for doctors, dentists and nurses, but also for nurse practitioners, with the program adapted to meet local needs.

#### b) Role of the Government

1. The Government might provide increased subsidies for students willing to spend one year in practice before proceeding to postgraduate training. This in conjunction with the preference in postgraduate training offered to such doctors by the

University would eventually make such a course almost routine.

2. Government might have to guarantee incomes of doctors in certain areas until patterns of practice and income could be established. These first two incentives are already being offered by the Ontario Government Department of Health.

3. Government should subsidize nurse-practitioner training programs and provide the salaries of nurses taking the program, just as it does now for residents and interns.

4. Government would assist (as it does now) in providing and maintaining adequate transportation and communication, not only from the medical centre to the large centre, but also between the medical centre and its satellites.

5. Government would contribute to the continuing education program in the medical centre if needed.

6. As at present, Government might be responsible for providing the necessary buildings and equipment, not only in the medical centres but also in the satellites.

#### c) Role of the Community

In conjunction with governments, the Community would have definite responsibility for providing necessary facilities and equipment and in certain instances might be responsible for providing salaries of nurse-practitioners.

Members of the Community, as consumers, should play an active role in the local health committee, planning programs, arranging for housing, etc.

#### The medical centre

The size and composition of any given medical centre would depend on the size of the population it serves. The medical personnel would include general practitioners and appropriate specialists as dictated by the needs of the community and its proximity to a major centre. Good library facilities and good road transportation and communications between the centre and its satellites are essential. Although medical students, residents and interns would be encouraged to enter such programs, it is unlikely there would be such a continuous supply as at Sioux Lookout.

Satellites would be staffed by an appropriate number of nurse-practitioners and community health workers. The training of the nurse-practi-

tioners would be tailored to the needs of the particular satellite and this would be worked out with the affiliated university. But it is not the role of the university to run such projects.

The essence of the Sioux Lookout Project is change but continuity through continuing education, group rather than solo practice, appropriate utilization of health professionals and transportation and communication, in the provision of optimal health care.

#### Résumé

*Le "Sioux Lookout Project" de l'Université de Toronto, modèle de dispensation des soins applicable aux régions pauvres en médecins*

L'article expose en détail le projet en question. Le système fait appel à la collaboration d'universités, de gouvernements, de médecins, de dentistes, d'infirmières, de localités et de consommateurs. Après trois années d'existence, ce projet s'est révélé valable pour la dispensation de soins dans des régions éloignées dans des conditions très défavorables. Les auteurs font valoir que le projet, dans une version modifiée, pourrait être valable dans des régions où existe une pénurie de médecins. Ils précisent le rôle particulier que pourraient jouer les divers participants. Les universités, en donnant une certaine préférence dans leur programme de formation post-universitaire aux médecins qui ont une année d'expérience en pratique, surtout dans des régions éloignées, pourraient remplir un rôle capital pour corriger la mauvaise répartition des médecins.

We wish to thank Dr. Sushil Mallick, Zone Director during the first one and one-half years of the project and all the medical, dental and non-medical personnel, both in the Sioux Lookout Zone and the University of Toronto, who have worked so hard to make this project a success; Mr. John Munro, Minister to the Department of National Health and Welfare, and Dr. Kenneth Butler of its Medical Services Branch for their unlimited support; and the Ontario Department of Health for assuming responsibility for the salaries of residents and interns participating in the project.

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# Infant Health In an Outpost Area

W. G. GOLDTHORPE, MD

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## SUMMARY

Infant mortality continues high in the isolated Indian communities of Sioux Lookout Zone, northwestern Ontario, in spite of a well financed and organized comprehensive health service provided through cooperation of Health and Welfare Canada and the University of Toronto. A high proportion of infant deaths occur in their own communities, before trained help can be reached. Changes in lifestyle and economy hold more hope for improvement than does any further improvement of health care. The services and finances needed are roughly triple what could be provided by private practitioners on a fee for service income.

**Dr. Goldthorpe is the medical director of the Sioux Lookout Zone Hospital and Health Service.**

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**THE TELEPHONE RINGS:** the nurse in charge at New Osnaburgh nursing station, 150 miles to the northeast, reports that a two month old baby has just been brought in to the station, lifeless and cold, by the crying mother. The family live on a lake, some miles from the station and from the nearest road, without telephone, electricity, or running water. The baby, born uneventfully in our hospital two months before, developed a cold two days earlier, became dyspneic, and died in the father's arms on the way to the nursing station. The physician on call phoned the coroner with the details, got verbal release for burial, relayed it to the nurse, who could only try to comfort the parents, and give the body back.

The following morning, at general medical rounds in Sioux Lookout Zone Hospital, the family practice resident presented a small baby who was tachypneic and looked generally unwell. Born prematurely about one month before in Dryden Hospital where its mother had been referred to the nearest surgeon with a leg fracture, he had come back to Sioux Lookout, then had been flown by air ambulance to Winnipeg Children's Hospital at two weeks of age following sudden breathing difficulty and electrolyte disturbance, with a normal chest X-ray. There acute renal tubular acidosis was diagnosed (a well recognized but idiopathic event in some prematures), the baby recovered, and had been returned to Sioux Lookout, weighing about 2700 grams, on the Saturday before rounds. He had been seen in consultation on the Sunday by the visiting senior pediatric resident from the Hospital for Sick Children in Toronto, and she recommended continuing oral bicarbonate. At rounds she was not alarmed, and said recovery is usually complete and recurrent episodes unusual. However, she was leaving about noon for her week of community clinics at Lansdowne House nursing station and Webique, isolated Indian communities some 250 miles northeast. During the afternoon the baby again began to deteriorate, breathing reaching 124/minute. The family practice resident ordered blood gases, found acidosis with pH 7.18 and called me for approval to fly the baby back to Winnipeg.

Within two hours he and the baby, in our Ohio transport incubator, were in the air in a Beechcraft on the two hour flight to Winnipeg Children's Hospital. The baby made it, and is currently doing well under pediatric care.

These two incidents, one baby dying near home before reaching trained help and the other surviving a relatively rare and life-threatening condition through unstinting application of medical, hospital, and transportation resources, are unrelated except that they occurred in our service within the same few days. But they are both fairly typical, and illustrate central issues in infant care in Sioux Lookout Zone health service.

## The Community's Resources

Sioux Lookout Zone health service provides comprehensive health care to 10,000 treaty Indians living in some 25 isolated villages, mostly accessible only by ski- or float-plane, across the northwestern quarter of Ontario. The zone stretches from the CNR line to Hudson Bay, and from the Manitoba border about 400 miles east. The Indian population is well defined and not very mobile across the zone border, so that birth, death and sickness statistics are accurately recorded for this group. However, services are open to all, regardless of race, in the communities and at Sioux Lookout Zone Hospital. Resources, professional and other, can still be related accurately to the Indian population, because of roughly equivalent two-way leakage: about 10 percent of care to these Indians is given from other sources, and about 10 percent of this service's care is to non-Indians.

Seven of the larger communities (population range 350-1000) north of Sioux Lookout have nursing stations — four to six bed hospital/clinics staffed by two to four nurse-practitioners plus local auxiliaries and support staff. Smaller communities (average population 200) are served as satellites of nursing stations, two visits a month (plus emergency visits) by nurses, one of them with a doctor. A local auxiliary is employed half-time in each satellite community, to hold sick clinic daily in the clinic cabin.



assist and interpret for the nurse and doctor on their visits, give first aid and minor treatments, call the nursing station daily by radio (more frequently in emergencies), and to arrange air evacuation of patients when necessary. Nursing stations are well-stocked with equipment and supplies (e.g., X-ray machine, plaster, full range of intravenous equipment, solutions, medications, minor surgical tools, croupettes, oxygen), and sometimes have to treat inpatients who otherwise would have been flown out of the area but are held up through bad flying weather.

The hospital, medical, and administrative base for the service is Sioux Lookout Zone Hospital, with 70 beds and an active outpatient and emergency department. Adjacent to the hospital, in a former nurses' residence, is a 45-bed hostel for patients from outlying areas who are being investigated, awaiting childbirth, or awaiting air transport home after hospital discharge.

The service and hospital are basically run by Health and Welfare Canada, and most employees are public servants. However, the medical, dental, and social workers are employed by the Sioux Lookout Project Committee of the Faculties of medicine and dentistry at the University of Toronto, headed by Dr. Harry Bain, through a 1969 agreement with Health and Welfare Canada. The medical group consists of four general medical practitioners, a continuously rotating (one month) senior resident in pediatrics from the Hospital for Sick Children in Toronto, a

continuously rotating senior resident in family practice from a Toronto teaching hospital, the medical director (a minority of whose time is spent in clinical practice), and visits by clinical specialists as often as needed. Most consultants visit for one week periods. These include a pediatrician, a radiologist, and a psychiatrist each month; a general surgeon, an ENT surgeon, and an ophthalmologist about every three months. Orthopedic and cardiologist visits are less frequent. Also part of the basic team are three dentists and a rotating dental interne. Most of their work is done in the community schools, with portable equipment, but they also have a two chair unit at Sioux Lookout Zone Hospital. Two mental health counsellors complete the team. Since 1971, the University of Waterloo has provided optometrist teams who travel to every zone community doing refractions and arranging eyeglasses, from May to October each year.

Each general medical practitioner liaises with up to three nursing stations and their communities, and makes a community visit for one or two weeks each month, returning to the same communities. Visiting residents, pediatricians and psychiatrists also all make one week nursing station visits. Each nursing station gets at least one doctor visit per month. Between these visits nurse-practitioners do primary care, backed up by daily medical radio rounds, done in rotation for a week at a time by the four general physicians in turn. At 1:30 p.m. daily, each

TABLE 1  
Sioux Lookout Zone Treaty Indian Vital Statistics

|                                      | 1970 | 1971 | 1972 | 1973 | 1974 | Five-Year<br>Totals and Rates<br>1970-74 | Rates For<br>All Canadians<br>1973 <sup>4</sup> | Rates For<br>All Canadian<br>Indians<br>1973 <sup>4</sup> |
|--------------------------------------|------|------|------|------|------|--|---|---|
| Mid-Year Population                  | 8847 | 8928 | 9381 | 9865 | 9802 | (9381)                                   |   |   |
| Births                               | 328  | 293  | 345  | 345  | 356  | 1667                                     |   |   |
| Birth Rate <sup>1</sup>              | 37.0 | 32.8 | 36.8 | 35.0 | 36.3 | 35.6                                     | 14.9  | 29.3  |
| Stillbirths                          | 3    | 6    | 7    | 7    | 4    | 27                                       |   |   |
| Deaths Age 0-24 hrs.                 | 2    | 0    | 3    | 5    | 4    | 14                                       |   |   |
| Deaths Age 1 day - 28 days           | 0    | 0    | 4    | 5    | 3    | 12                                       |   |   |
| Deaths Age 29 Days - 1 year          | 14   | 17   | 6    | 9    | 9    | 55                                       |   |   |
| Total Infant Deaths                  | 16   | 17   | 13   | 19   | 16   | 81                                       |   |   |
| Stillbirth Rate <sup>2</sup>         |      |      |      |      |      | 16.2                                     | 11.3  | 15.3  |
| Neonatal Mortality Rate <sup>2</sup> | 6.0  | 0    | 20.3 | 29.0 | 19.6 | 15.6                                     | 7.7   | 16.2  |
| Infant Mortality Rate <sup>2</sup>   | 48.7 | 57.8 | 37.7 | 55.1 | 44.9 | 48.6                                     | 15.4  | 40.6  |
| Violent Deaths                       | 3    | 24   | 29   | 25   | 35   |  |   |   |
| Total Deaths                         | 59   | 68   | 66   | 72   | 84   | 349                                      |   |   |
| Crude Death Rate <sup>1</sup>        | 6.6  | 7.6  | 7.1  | 7.3  | 8.5  | 7.4                                      | 7.4   | 7.9   |

1. Per 1000 population

2. Per 1000 live births

3. Not available

4. 1973 annual report, Medical Services Branch, Health and Welfare Canada





remainder in other hospitals, and the other half at home or in a nursing station. Although contraception services are offered in the communities and to each new mother at the hospital, Indian couples want large families: and the zone average Indian birthrate since 1970 has been 35/1000 — more than double the Canadian rate. About 95 percent of Indian mothers in the zone breast feed, for at least several months. Nursing station nurses take seriously their well baby care and immunization programs — I believe this child population is better immunized than the Canadian average (BCG, Quadrigen and MMR are routine).

Careful record has been kept of births, stillbirths, and infant deaths in the Sioux Lookout Zone Treaty Indian population since 1970. Numbers and rates are presented in Table 1.

### Mortality Rates

In comparing Sioux Lookout Zone infant mortality rates with those for Canadian Indians generally, it should be remembered that Sioux Lookout Zone Indians are more geographically isolated, and less acculturated. Still, it has been frustrating to face this high and not declining infant death rate while applying increasing general medical, pediatric, nurse practitioner, and Indian health auxiliary resources. Possibly five years is a short time frame, but in reviewing causes of death I am more and more impressed with the power of other factors leading to a death, i.e., human pathophysiology, geographic isolation, difficulty of communication and trust between health service and client across a culture and language difference, housing and sanitary environment, diet, and other elements of lifestyle.

Of the 81 deaths, 14 occurred within the first 24 hours of life. A further 12 occurred within the first 28 days and the remaining 55 after 29 days. The usual causes accounted for those in the first day. Prematurity claimed five; two followed amnionitis; two had meconium aspiration; the others had respiratory difficulty. Three of them were born at home or en route to hospital. Of the 12 dying after 24 hours but before 28 days, four had congenital heart disease, one of them a Down's Syndrome. One had meningomyelocele, one was a premature twin, while the remainder were two crib deaths and four pneumonias.

The total of 26 neonatal deaths gives a rate of 15.6 per 1000 live births — double the Canadian rate of 7.7 for 1973, but less than the national rate for Indians in that year (16.2).

The bulk of the 'excess mortality' in the infant population occurred in the post-neonatal period: 55 deaths between 29 and 365 days of age. Of the 55, 39 were born at Sioux Lookout Zone Hospital, eight at other small northern hospitals (at Red Lake and Geraldton), six at home, one at a nursing station, one unknown. These proportions are similar to those for all births.

*Almost half (26) died at home.* Thirteen died in Winnipeg Children's Hospital, one en route. Four died in Sioux Lookout Zone Hospital, and three in aircraft en route. Four died in nursing stations, three at hospitals in Red Lake or Geraldton, and one died on the trapline.

It is striking that 14 had a serious congenital anomaly as the underlying or main cause of death. Only 12 of 55 had gastroenteritis (including four with pneumonia as well). I might have expected a higher proportion in this age group, given the general hygienic conditions (no running water in homes, water carried from the lake in pails even in sub-zero weather). That there was not more gastro is probably due

to widespread breastfeeding. In 20 of the 55 deaths in this age group, there was indication of a significant nutritional problem recorded prior to onset of the terminal phase.

### What Can Be Done?

Let's look at the facts: so many of these deaths occur at home or in transit, so few in Sioux Lookout Zone Hospital or in the presence of a zone doctor. The death rate in the first month of life, when medical control is greater, is nearer to national rates than is death rate in later infancy. The zone always has the services of a senior resident in pediatrics, and the quarter-time presence of a teaching pediatrician. General physicians and nurse practitioners have a high index of suspicion for meningitis and of pneumonia. There are ample resources and readiness for evacuation of sick babies by air into Sioux Lookout and on to Winnipeg. There are ample supplies of curative drugs. IV equipment, etc., wherever they are needed. The general physicians and nurse practitioners are skilled at intravenous therapy. This all combines to make me believe that significant reduction in infant mortality in the zone cannot be expected from further improvement in medical care.

Some reduction will come with parents' increased knowledge of diseases and their treatment, with better timing in seeking care, with greater trust in health service personnel. Some may come with acculturation, and greater willingness to force a dietary regimen (e.g. push fluids) or medicine on a child. Some may come with a lower birth rate, greater income and better housing with piped water. But there will always be a price to pay in infant deaths for the choice of living in an isolated village accessible only by air onto a lake, *no matter what a health service does or how much it spends per capita.*

The only comparable population and services are found in the sparsely settled north of some other provinces, and in the Northwest Territories. It is clear from the brief financial outline presented above that no private practitioner or group could provide a comparable service based on fee income. Such a service has to be organized and have resources roughly triple those presently recoverable by doctor and hospital under OHIP regulations. Health and Welfare Canada operates a similar service, with a total of 12 hospitals, and several hundred nursing stations, health centres, and clinic cabins across the north. Several medical schools provide visiting medical personnel into different geographic areas of this system. Some provinces are beginning to establish their own organized service for their sparsely settled northern areas.

While some traditional practice freedoms are lost in an organized service, others are gained. The population distribution in our north won't allow it any other way. And some sacrifices (maybe even a higher infant mortality rate) are worthwhile to live in our peaceful northern wilderness. I would hate to see the entire population of Canada living in a narrow strip along the U.S. border. It is a long but worthwhile struggle. ◀

### References

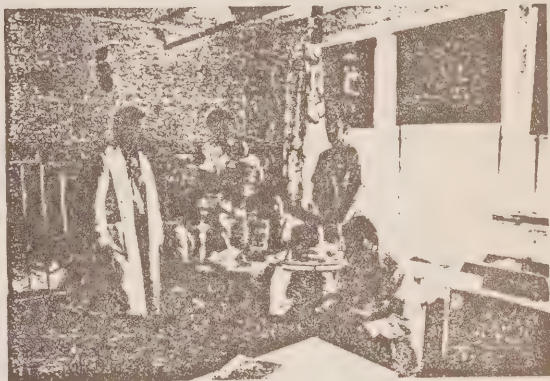
1. BAIN, H. W. and GOLDTHORPE, W. G.: *The University of Toronto Sioux Lookout Project — a model of health care delivery.* *Canad. med. Assoc. J.* 107:523-8, Sept. 23, 1972.
2. GOLDTHORPE, W. G. in *Proceedings, Ross Conference on Pediatric Research, Nutrition of Indian and Eskimo Children*, Nov. 1974.



Sandy Lake Nursing Station in northwestern Ontario. Each nursing station is a four to six bed hospital/clinic staffed by up to four nurse practitioners and support personnel. The stations are well stocked with equipment and supplies, including X-ray, complete intravenous facilities, oxygen and minor surgical tools.



General medical rounds at Sioux Lookout Zone Hospital, the medical and administrative base for the area. The hospital has 70 beds, with active outpatient and emergency departments. Senior pediatric and family practice residents from Toronto spend one month rotations there.



A view of Sioux Lookout Zone Hospital in April. The hospital is headquarters for a 24 hour HF radio system, which acts as the lifeline to outpost nursing stations.

Medical advice on difficult cases, approval for evacuating patients and progress reports on hospitalized patients are relayed through the system.



Dr. Goldthorpe accompanies his young patient on the plane trip back to the child's village.

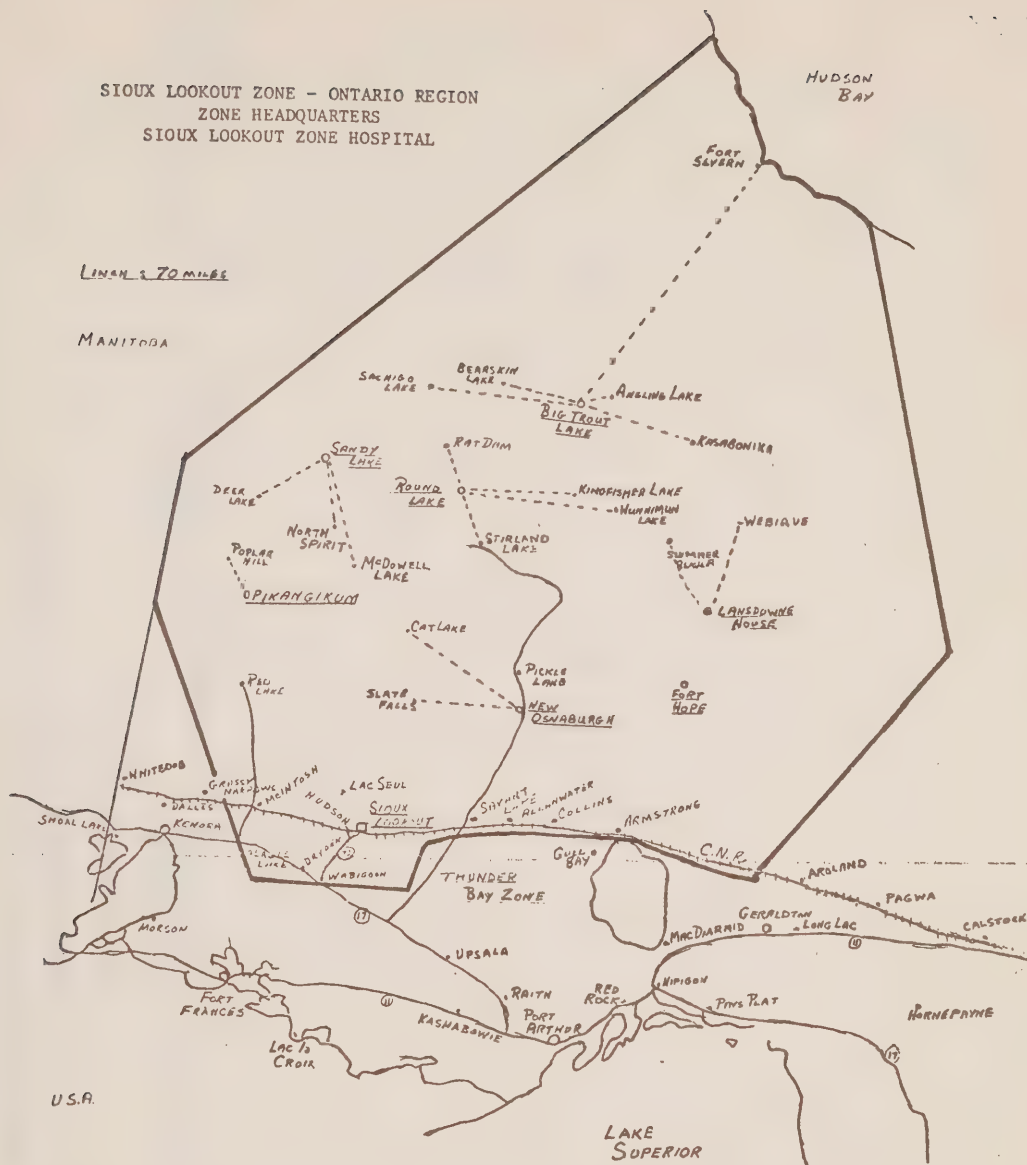
Many isolated northern communities are accessible only by plane, but during 'freeze-up' and 'break-up' times in November and May, ski and float planes are useless; helicopters must be chartered for medical emergencies.







SIOUX LOOKOUT ZONE - ONTARIO REGION  
 ZONE HEADQUARTERS  
 SIOUX LOOKOUT ZONE HOSPITAL



INDIAN POPULATION RESIDENT AT NURSING STATIONS, HEALTH CENTRE AND SATELLITES AS OF JUNE, 1977:

|                     |                     |                      |                    |
|---------------------|---------------------|----------------------|--------------------|
| Big Trout Lake: 725 | Sandy Lake: 1,069   | Round Lake: 489      | New Osnaburgh: 675 |
| Sachigo Lake 207    | Deer Lake 336       | Kingfisher L. 227    | Cat Lake 285       |
| Bearskin Lake 299   | North Spirit L. 164 | Wunnimun L. 293      | Slate Falls 66     |
| Fort Severn 204     | McDowell L. 25      | Rat Dam 121          | TOTAL 1,026        |
| Angling Lake 162    | TOTAL 1,594         | Stirland L. (25)     |                    |
| Kasabonika 366      |                     | TOTAL 1,130          |                    |
| TOTAL 1,963         | Sioux Lookout: 177  |                      | Fort Hope: 627     |
|                     | Lac Seul 317        | Lansdowne House: 214 |                    |
| Pikangikum: 813     | Wabigoon 66         | Summer Beaver 171    |                    |
| Poplar Hill 157     | Eagle Lake 121      | Webique 394          |                    |
| TOTAL 970           | TOTAL 681           | TOTAL 779            |                    |

\* - (25) students, included elsewhere.

Total Population, Nursing Stations, Health Centre and Satellite Communities: 8,406

Additional communities, along C.N.R. tracks and Red Lake Road, with a total treaty Indian population of approximately 1,785 are also partially served and are considered to be within Sioux Lookout Zone.



SELECTED TREATY INDIAN MORTALITY AND HOSPITALIZATION STATISTICS

SIoux LOOKOUT ZONE 1970-76

TOTALS & RATES FOR 7-YEAR PERIOD

|  | <u>Mid Period<br/>Population</u> | <u>Violent Deaths</u> | <u>Violent Death<br/>Rate Per 1000<br/>Population per year</u> | <u>Infant Deaths</u> | <u>Infant Death<br/>Rate per 1000<br/>Live Births</u> | <u>Number</u> | <u>HOSPITALIZATIONS (SLZH)<br/>Rate per 1000<br/>Population per year</u> |
|--|----------------------------------|-----------------------|--|----------------------|---|---------------|--|
| LAC SEUL   | 409                              | 24                    | 9.8  | 4                    | 51.3  | 776           | 271  |
| OSNABURCH  | 552                              | 19                    | 5.8  | 11                   | 67.9  | 766           | 198  |
| 23 MORE ISOLATED FLY-IN<br>INDIAN VILLAGES   | 6599                             | 57                    | 1.4  | 76                   | 45.0  | 7464          | 161  |
| TREATY INDIANS IN<br>INTEGRATED COMMUNITIES<br>(MAINLY WHITE) ROAD AND<br>RAIL ACCESSIBLE) | 2305                             | 75                    | 5.4  | 18                   | 45.0  | 2512          | 155  |
| ZONE TOTALS  | 9865                             | 175                   | 3.0  | 109                  | 47.1  | 11518         | 167  |





# SIoux LOOKOUT ZONE TREATY INDIAN INFANT AND CHILD MORBIDITY

## BY HOSPITAL DISCHARGE DIAGNOSES, 1970-1976 (SEVEN YEAR PERIOD)

|  | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 | 1976  | TOTAL<br>SEVEN<br>YEARS |
|--|------|------|------|------|------|------|-------|-------------------------|
| MID YEAR INDIAN POPULATION                 | 8847 | 8928 | 9381 | 9865 | 9802 | 9938 | 10328 |                         |
| Births, Live                               | 328  | 293  | 345  | 345  | 356  | 339  | 306   | 2312                    |
| Birth Rate                                 | 37.0 | 32.8 | 36.8 | 35.0 | 36.3 | 34.1 | 29.6  |                         |
| Infant Deaths                              | 16   | 17   | 13   | 19   | 16   | 15   | 14    | 110                     |
| Infant Death Rate                          | 48.7 | 57.8 | 37.7 | 55.1 | 44.9 | 44.2 | 45.7  |                         |
| Pneumonia Admissions, SLZH, 0-1 yr.        | 42   | 46   | 25   | 41   | 26   | 43   | 22    | 245 <sup>1,2</sup>      |
| Pneumonia Deaths, 0-1 yr.                  | 4    | 6    | 6    | 4    | 3    | 3    | 5     | 31                      |
| Gastroenteritis Admissions, 0-1 yr.        | 24   | 31   | 25   | 32   | 24   | 50   | 32    | 218 <sup>4,5</sup>      |
| Gastro Deaths <sup>3</sup> , 0-1 yr.       | 1    | 7    | 1    | 1    | 0    | 0    | 1     | 11                      |
| Congenital Anomalies, 0-1 yr. <sup>6</sup> | 22   | 15   | 18   | 23   | 13   | 17   | 20    | 128                     |
| Deaths from Congenital Anomalies, 0-1 yr.  | 3    | 2    | 2    | 6    | 3    | 2    | 2     | 20                      |
| Incidence by Group:                        |      |      |      |      |      |      |       |                         |
| (Congen. Anom. of heart, circ. 0-1 yr.     | 8    | 3    | 5    | 11   | 4    | 5    | 8     | 44                      |
| (C. Anom. Skull & Spinal Cord, 0-1 yr.     | 4    | 1    | 1    | 3    | 1    | 2    | 1     | 137                     |
| (C. Anom. Eye, Ear, Face, Neck, 0-1 yr.    | 5    | 1    | 1    | 5    | 1    | 1    | 0     | 14                      |
| (Congenital Disloc'n. of hip, 0-1 yr.      | 3    | 9    | 11   | 3    | 5    | 8    | 10    | 498                     |
| (Other Musculoskeletal, C. Anom., 0-1 yr.  | 2    | 1    | 0    | 1    | 2    | 1    | 1     | 8                       |
| Acute Glomerulonephritis, 0-14 yrs.        | 2    | 3    | 3    | 23   | 0    | 1    | 3     | 35                      |
| Acute Rheumatic Fever, 0-14 yrs.           | 0    | 0    | 3    | 0    | 1    | 1    | 1     | 6                       |
| Fractures, 0-14 yrs.                       | 15   | 13   | 7    | 15   | 5    | 2    | 5     | 629                     |
| Burns, 0-14 yrs.                           | 3    | 8    | 6    | 6    | 4    | 8    | 2     | 3710                    |
| Overdoses, 0-14 yrs.                       | 0    | 0    | 2    | 3    | 0    | 1    | 1     | 7                       |

1. 10.5% of Births
2. 60% were male.
3. Most did not reach hospital.
4. 9.0% of births.
5. 6.0% had specific organism cultured (Salmonella, Shigella, or Path. E. Coli.).
6. These are individuals - repeat admissions have not been counted.
7. 6 Spina Bifida, 3 Microcephaly, 3 Hydrocephalus
8. 73% female. 2.1% of all births
9. 68% male.
10. 59% male.

10/1/76



# STIOUX LOOKOUT ZONE TREATY INDIAN BIRTH AND DEATH STATISTICS

|                                      | RATES<br>FOR ALL<br>CANADIAN INDIANS |      |      |      |      |      | RATES<br>FOR ALL<br>CANADIANS |      |                |
|--------------------------------------|--------------------------------------|------|------|------|------|------|-------------------------------|------|----------------|
|                                      | 1970                                 | 1971 | 1972 | 1973 | 1974 | 1975 | 1973                          | 1974 | 1975           |
| MID YEAR POPULATION                  | 8847                                 | 8928 | 9381 | 9865 | 9802 | 9938 | 10328                         |      |                |
| Births                               | 328                                  | 293  | 345  | 345  | 356  | 339  | 306                           |      |                |
| Birth Rate <sup>1</sup>              | 37.0                                 | 32.8 | 36.8 | 35.0 | 36.3 | 34.1 | 29.6                          |      |                |
| Stillbirths                          | 3                                    | 6    | 7    | 7    | 4    | 7    | 9                             | 29.3 | 25.5 23.6 14.9 |
| Deaths Age 0 - 24 hours.             | 2                                    | 0    | 3    | 5    | 4    | 0    | 1                             |      |                |
| Deaths Age 1 day - 28 days           | 0                                    | 0    | 4    | 5    | 3    | 4    | 2                             |      |                |
| Deaths Age 29 days - 1 year          | 14                                   | 17   | 6    | 9    | 9    | 11   | 11                            |      |                |
| Total Infant Deaths                  | 16                                   | 17   | 13   | 19   | 16   | 15   | 14                            |      |                |
| Stillbirth Rate <sup>2</sup>         | 9.1                                  | 20.5 | 23.2 | 20.3 | 11.2 | 20.6 | 29.4                          | 15.3 | 16.5 17.2 11.3 |
| Neonatal Mortality Rate <sup>2</sup> | 6.0                                  | 0    | 20.3 | 29.0 | 19.6 | 8.8  | 13.1                          | 16.2 | 13.1 14.5 7.7  |
| Infant Mortality Rate <sup>2</sup>   | 48.7                                 | 57.8 | 37.7 | 55.1 | 44.9 | 44.2 | 45.7                          | 40.6 | 39.6 38.6 15.4 |
| Violent Deaths                       | *-3                                  | 24   | 29   | 25   | 35   | 27   | 36                            |      |                |
| Total Deaths                         | 59                                   | 68   | 66   | 72   | 84   | 65   | 83                            |      |                |
| Crude Death Rate <sup>1</sup>        | 6.6                                  | 7.6  | 7.1  | 7.3  | 8.5  | 6.5  | 8.0                           | 7.9  | 6.8 6.7 7.4    |

1 - per 1000 population

2 - per 1000 live births

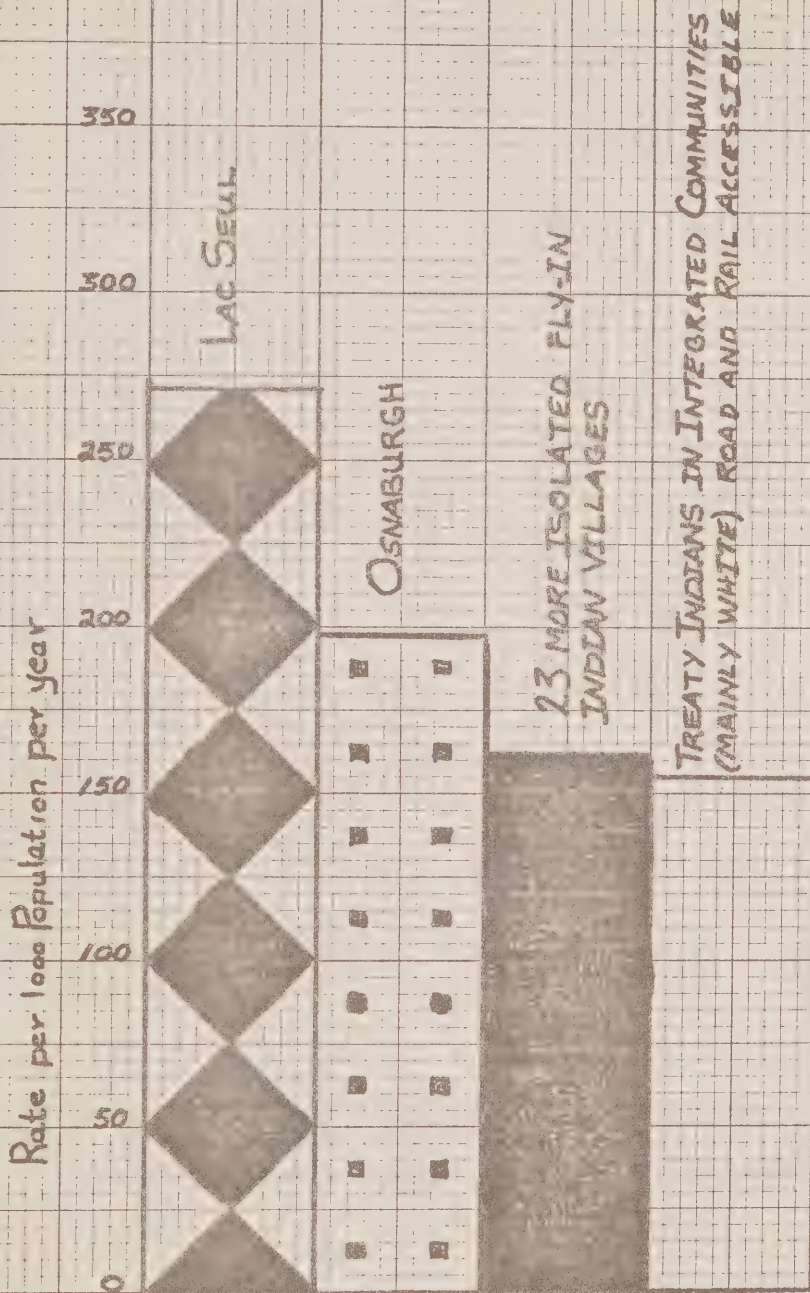
\*-3 - Not available

*Handwritten signature*



# HOSPITALIZATIONS (SLZH)

## TREATY INDIAN POPULATION SIOUX LOOKOUT ZONE



ANNUAL RATES FOR SEVEN-YEAR PERIOD, 1970-76

AVERAGE ZONE HOSPITALIZATION RATE FOR PERIOD 167 PER 1000 POPULATION PER YEAR

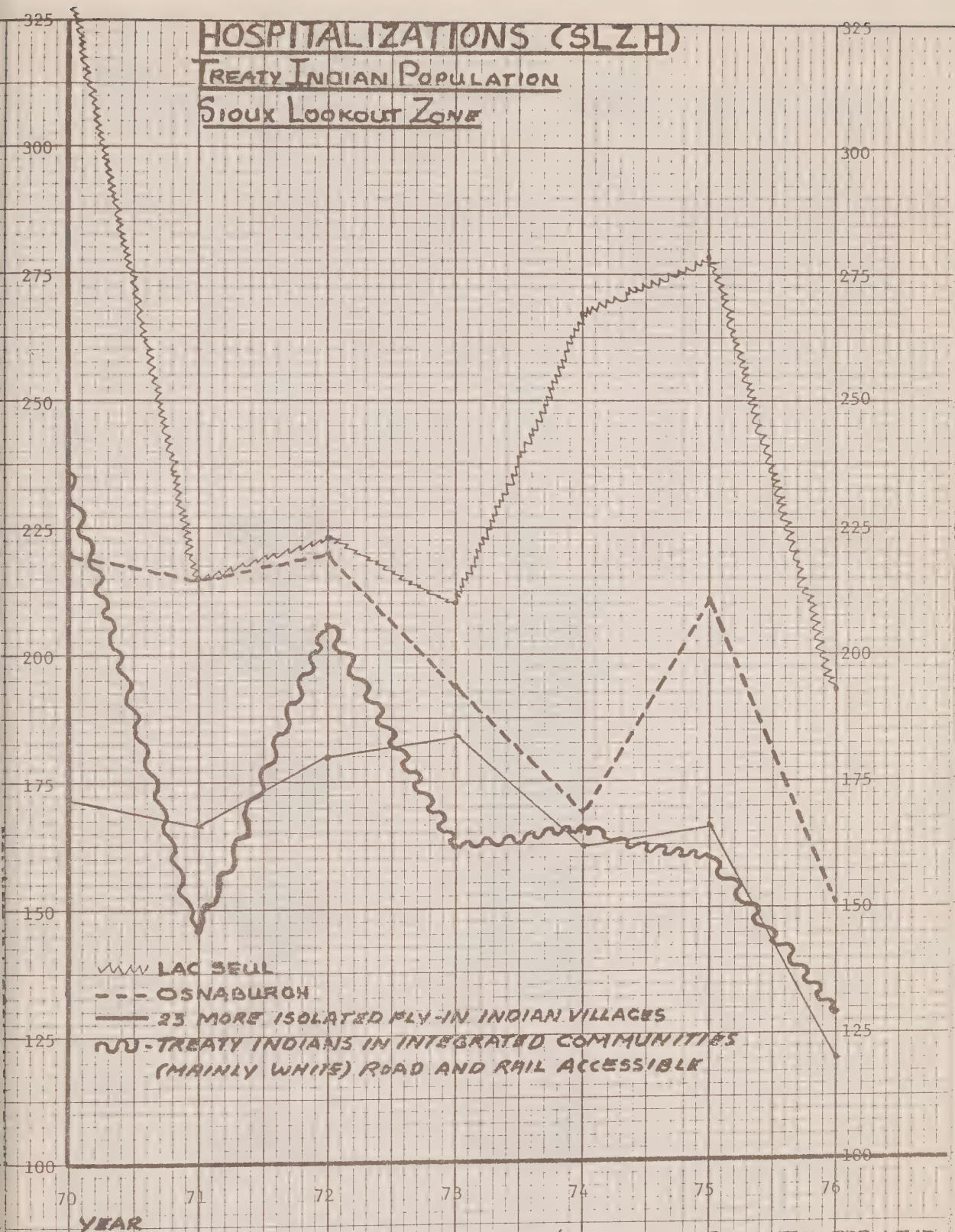




# HOSPITALIZATIONS (SLZH)

TREATY INDIAN POPULATION

SIoux LOOKOUT ZONE



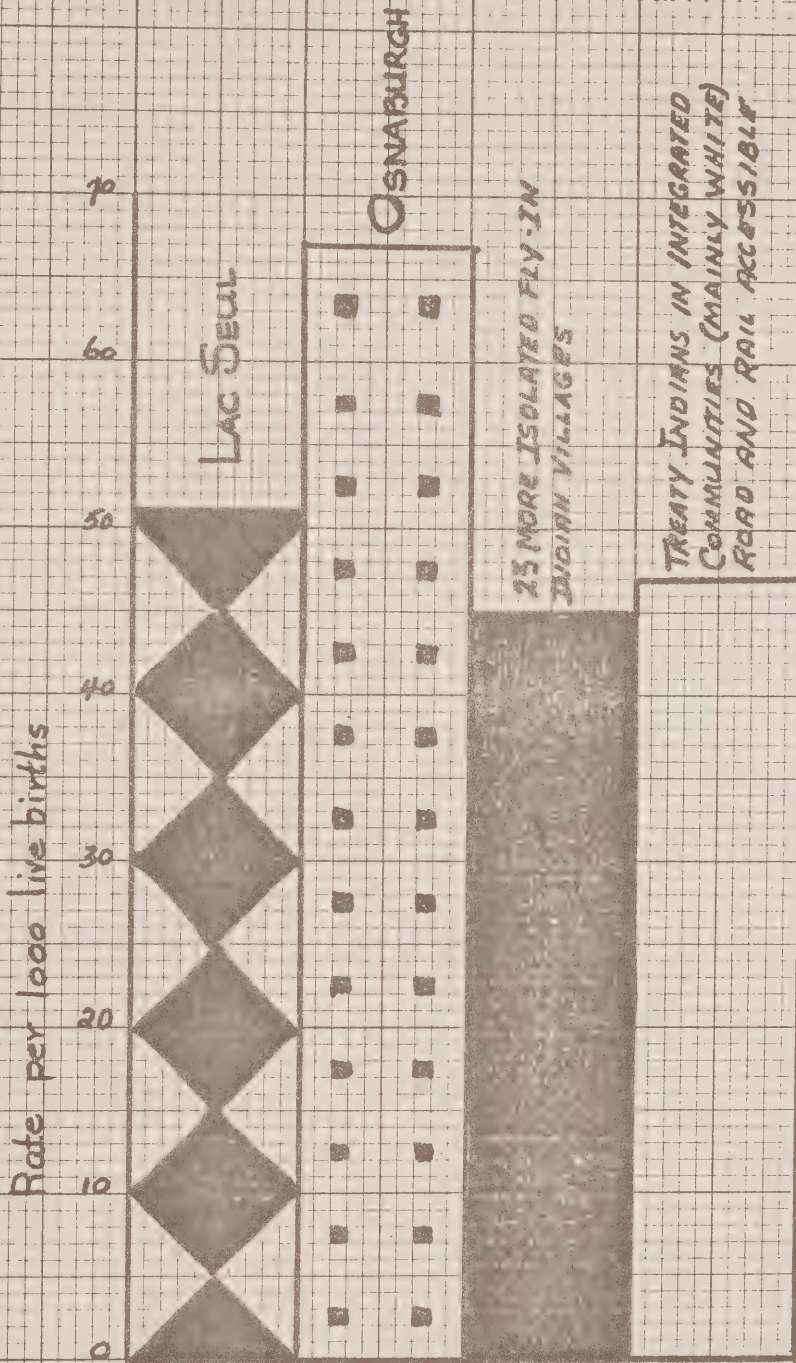
AVERAGE ZONE HOSPITALIZATION RATE FOR PERIOD 1967 PER 1000 POPULATION PER YEAR





# INFANT DEATHS

TREATY INDIAN POPULATION - SIOUX LOOKOUT ZONE



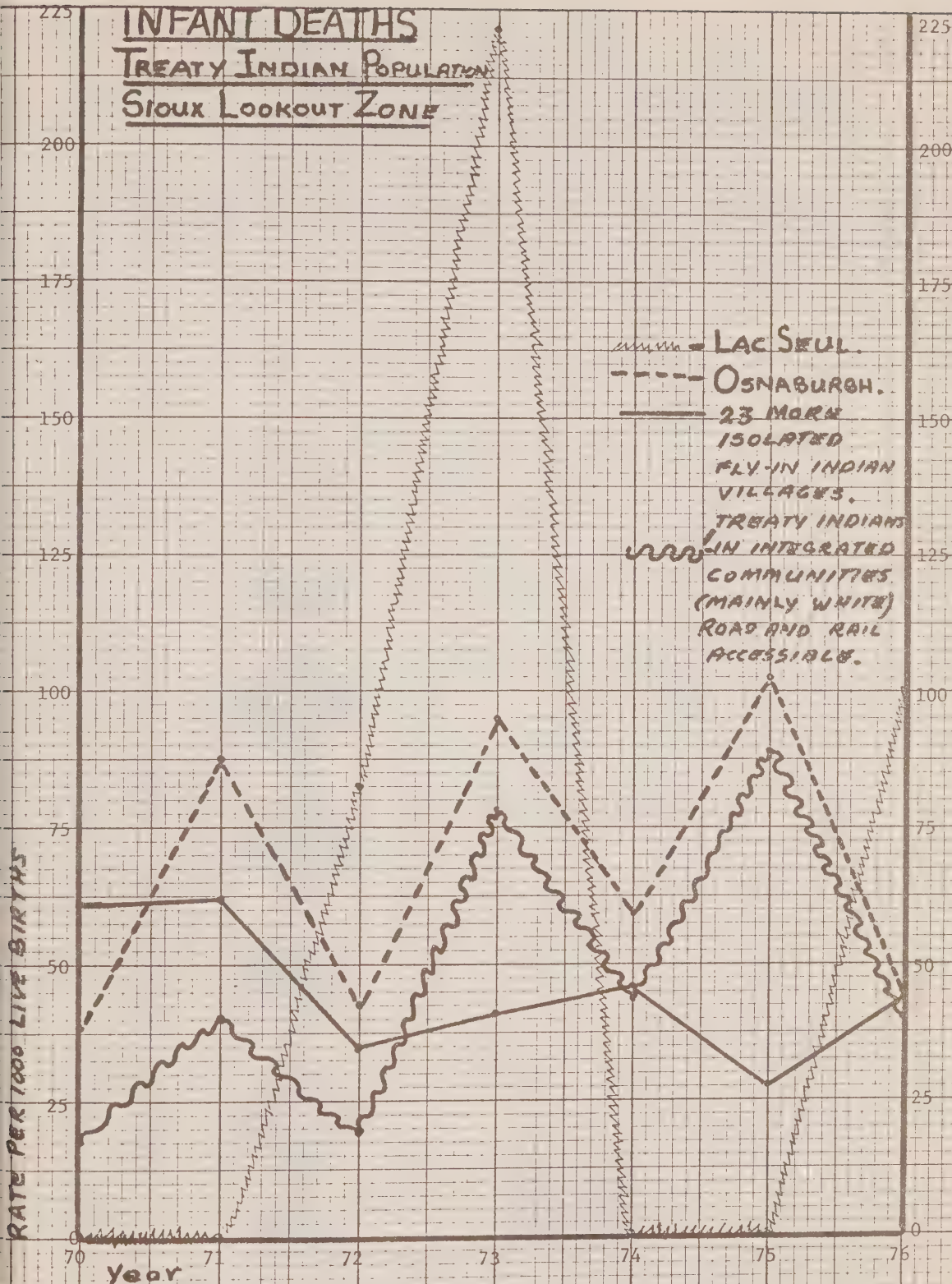
RATES FOR SEVEN-YEAR PERIOD, 1970-76

TOTAL ZONE INFANT DEATHS FOR PERIOD - 109  
 RATE 47.1 PER 1000 LIVE BIRTHS





# INFANT DEATHS TREATY INDIAN POPULATION SIoux LOOKOUT ZONE



TOTAL ZONE INFANT DEATHS FOR PERIOD - 109  
 RATE 47.1 PER 1000 LIVE BIRTHS

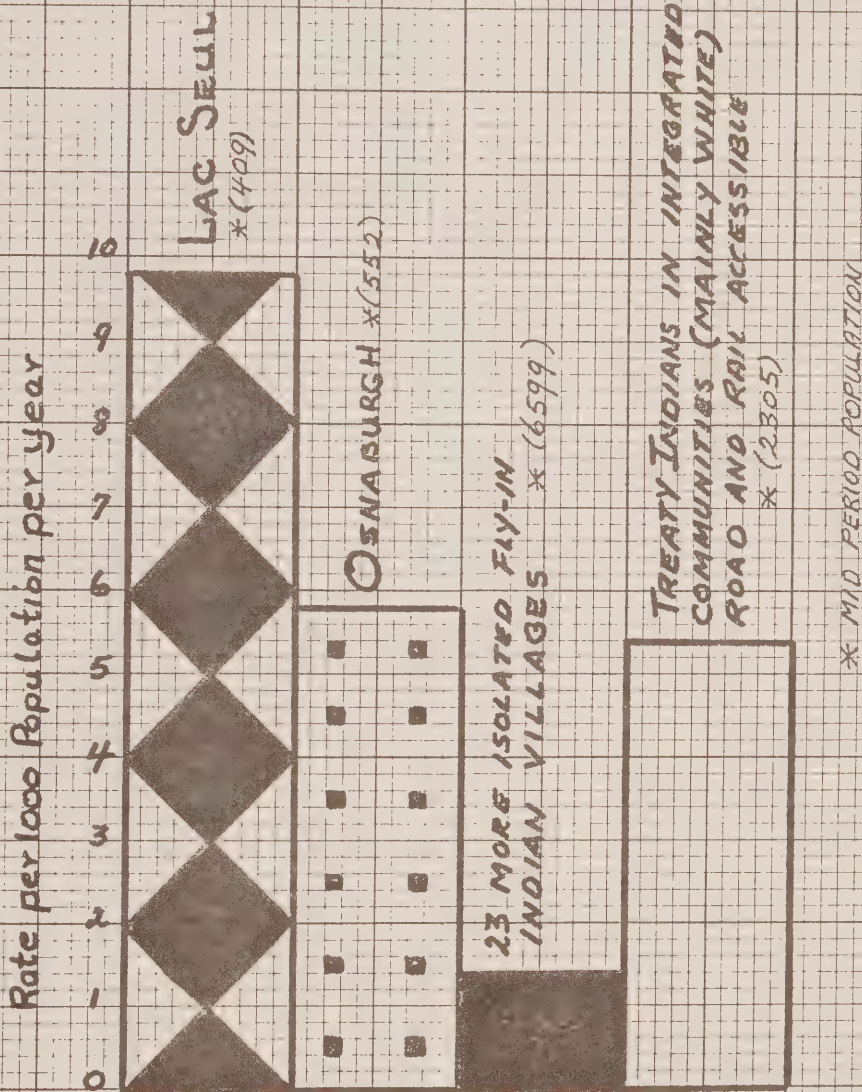


# VIOLENT DEATHS

## TREATY INDIAN POPULATION

### SIoux LOOKOUT ZONE

ANNUAL RATES FOR SIX-YEAR PERIOD, 1971-76

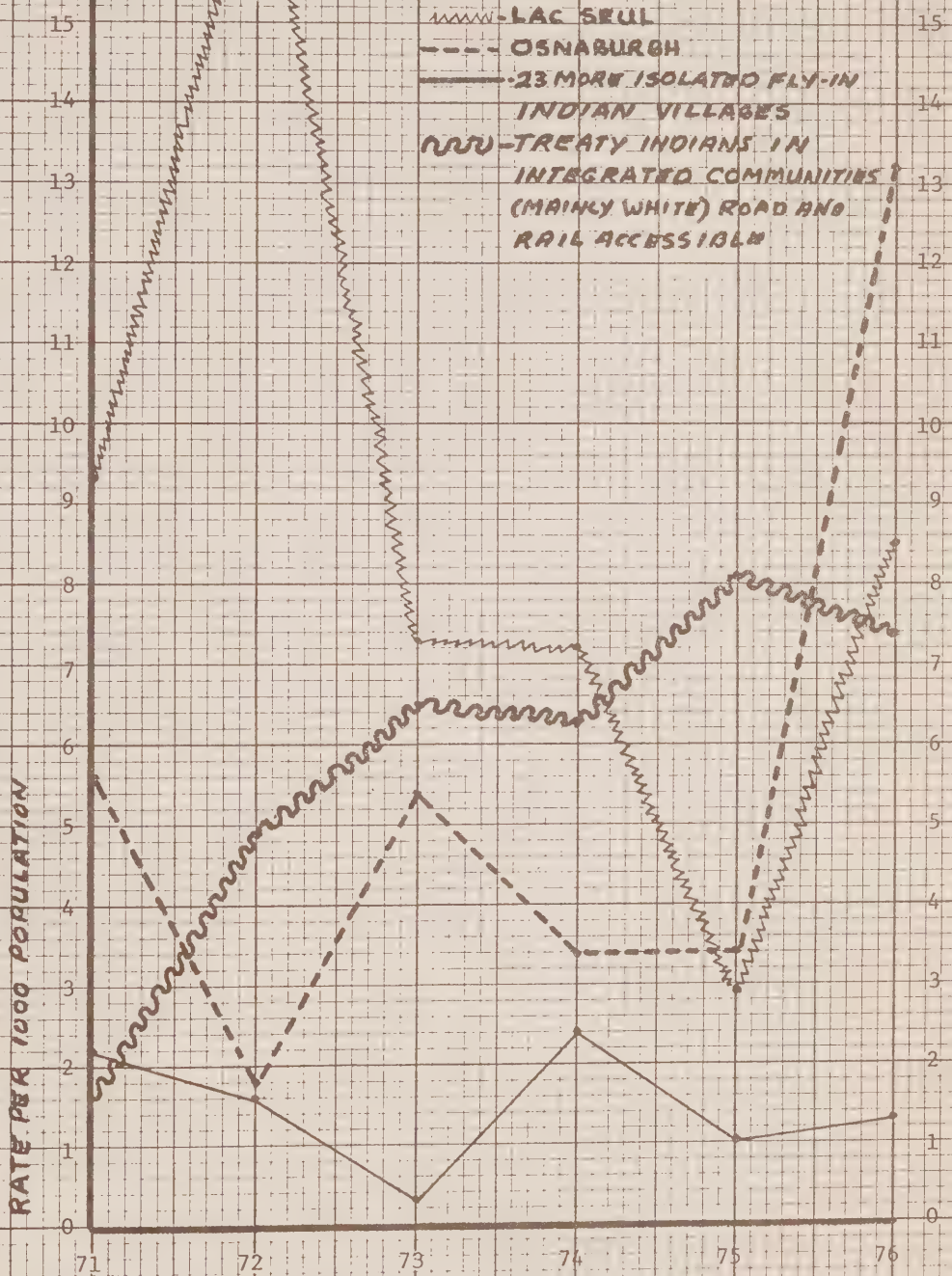


TOTAL ZONE VIOLENT DEATHS FOR PERIOD - 175  
RATE 3.0 PER 1000 POPULATION PER YEAR





# VIOLENT DEATHS TREATY INDIAN POPULATION SIoux LOOKOUT ZONE



TOTAL ZONE VIOLENT DEATHS FOR PERIOD - 175  
RATE 3.0 PER 1000 POPULATION PER YEAR













BINDING SECT. AUG 18 1960

GOVT PUBNS



